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ABSTRACT

This report provides the hearings on and texts of bills H. R. 1264, H. R. 2302, H. R. 6055, H. R. 6493 and H. R. 8499, which provide federal leadership and grants to the states for developing and implementing programs for youth camp safety and for developing a study of the extent and enforcement of state laws and regulations governing youth camps. (Author/JA)

SEP 22 1972

YOUTH CAMP SAFETY STANDARDS

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HEARINGS

BEFORE THE

SELECT SUBCOMMITTEE ON LABOR

OF THE

COMMITTEE ON EDUCATION AND LABOR

HOUSE OF REPRESENTATIVES

NINETY-SECOND CONGRESS

FIRST SESSION

ON

H.R. 1264, H.R. 2302, H.R. 6055, H.R. 6493, and H.R. 8499

BILLS TO PROVIDE FEDERAL LEADERSHIP AND GRANTS TO THE STATES FOR DEVELOPING AND IMPLEMENTING STATE PROGRAMS FOR YOUTH CAMP SAFETY STANDARDS AND TO PROVIDE FOR A STUDY OF THE EXTENT AND ENFORCEMENT OF STATE LAWS AND REGULATIONS GOVERNING THE OPERATION OF YOUTH CAMPS

HEARINGS HELD IN WASHINGTON, D.C.
JULY 21 AND 22, 1971

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

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YOUTH CAMP SAFETY STANDARDS

WEDNESDAY, JULY 21, 1971

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON LABOR OF THE
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to call, in room 2261, Rayburn House Office Building, Hon. Dominick V. Daniels (chairman) presiding.

Present: Representatives Daniels, Meeds, Esch, Forsythe, Veysey, amd Peyser.

Staff members present: Dan Krivit, counsel; Loretta Bowen, clerk; Catherine Ladnier, research assistant; Charles Zappala, assistant clerk; and Dennis Taylor, minority associate counsel.

(Texts of H.R. 1264, H.R. 2304, H.R. 6055, H.R. 6493, and H.R. 8499 follow:)

Mr. DANIELS. The Select Subcommittee on Labor will come to order.

Today the subcommittee meets for the purpose of conducting hearings on youth camp safety legislation, H.R. 1264, introduced by me; H.R. 2302 by Congressman Helstoski; H.R. 6055 by my colleague and member of this committee, Mr. Peyser; H.R. 6493 by Congressman Rosenthal; and H.R. 8499 by Congressman Podell.

92D CONGRESS
1ST SESSION

H. R. 1264

IN THE HOUSE OF REPRESENTATIVES

JANUARY 22, 1971

Mr. DANIELS of New Jersey introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To provide for the development and implementation of programs for youth camp safety.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act to protect and safeguard the health and well-being of the youth of the Nation attending day camps, resident camps, and travel camps, by providing for establishment of Federal standards for safe operation of youth camps, to provide Federal assistance to the States in developing programs for implementing safety standards for youth camps, to provide for the Federal implementation of safety standards for youth camps in States which

do not implement such standards and for Federal recreational camps, thereby providing assurance to parents and interested citizens that youth camps and Federal recreational camps meet minimum safety standards.

DEFINITIONS

SEC. 3. For purposes of this Act—

(1) The term "youth camp" means—

(A) any parcel or parcels of land having the general characteristics and features of a camp as the term is generally understood, used wholly or in part for recreational or educational purposes and accommodating for profit or under philanthropic or charitable auspices five or more children under eighteen years of age, living apart from their relatives, parents, or legal guardians for a period of, or portions of, five days or more, and includes a site that is operated as a day camp or as a resident camp; and

(B) any travel camp which for profit or under philanthropic or charitable auspices, sponsors or conducts group tours within the United States, or foreign group tours originating or terminating within a State, for educational or recreational purposes, accommodating within the group five or more children under eighteen years of age living apart from their relatives, parents, or legal guardians for a period of five days or more.

(2) The term "youth camp safety standards" means criteria directed toward safe operation of youth camps, in such areas as—but not limited to—personnel qualifications for director and staff; ratio of staff to campers; sanitation and public health; personal health, first aid, and medical services; food handling, mass feeding, and cleanliness; water supply and waste disposal; water safety including use of lakes and rivers, swimming and boating equipment and practices; vehicle condition and operation; building and site design; equipment; and condition and density of use.

(3) The term "Secretary" means the Secretary of Health, Education, and Welfare.

(4) The term "State" includes each of the several States, the District of Columbia, Puerto Rico, and the Virgin Islands.

PROMULGATION OF YOUTH CAMP SAFETY STANDARDS

SEC. 4. The Secretary shall develop and shall by rule promulgate, modify, or revoke youth camp safety standards. In developing such standards the Secretary shall consult with State officials and with representatives of appropriate public and private organizations, and shall consider existing State regulations and standards and standards developed by private organizations which are applicable to youth camp safety. Before issuing a rule promulgating, modifying, or revoking a youth camp safety standard, the Secretary shall

afford interested persons an opportunity for a public hearing. The Secretary shall make the initial promulgation of standards required by this section within one year after the effective date of this Act.

STATE JURISDICTION AND STATE PLANS

SEC. 5. (a) Any State which, at any time, desires to assume responsibility for development and enforcement of youth camp safety standards applicable to youth camps therein (other than travel camps) shall submit a State plan for the development of such standards and their enforcement.

(b) The Secretary shall approve a plan submitted by a State under subsection (a), or any modification thereof, if such plan in his judgment—

(1) designates a State agency as the agency responsible for administering the plan throughout the State,

(2) provides for the development and enforcement of youth camp safety standards which standards (and the enforcement of such standards) are or will be at least as effective in providing safe operation of youth camps (other than travel camps) in the State as the standards promulgated under section 4,

(3) provides for an inspection of each such youth camp at least once a year during a period the camp is in operation,

(4) provides for a right of entry and inspection of all such youth camps which is at least as effective as that provided in section 8,

(5) contains satisfactory assurances that such State agency has or will have the legal authority and qualified personnel necessary for the enforcement of such standards,

(6) gives satisfactory assurances that such State will devote adequate funds to the administration and enforcement of such standards,

(7) provide that such State agency will make such reports in such form and containing such information as the Secretary may reasonably require,

(8) provide assurances that State funds will be available to meet the portions of the cost of carrying out the plan which are not met by Federal funds, and

(9) provide such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting of funds received under this Act.

(c) The Secretary shall approve any State plan which meets the requirements of subsection (a), but shall not finally disapprove any such plan, or any modification thereof,

without affording the State agency reasonable notice and an opportunity for a hearing.

(d) Whenever the Secretary finds, after affording due notice and opportunity for a hearing, that in the administration of the State plan there is a failure to comply substantially with any provision of the State plan (or any assurance contained therein), he shall notify the State agency of his withdrawal of approval of such plan and upon receipt of such notice such plan shall cease to be in effect, but the State may retain jurisdiction in any case commenced before the withdrawal of the plan in order to enforce standards under the plan whenever the issues involved do not relate to the reasons for the withdrawal of the plan.

(e) The State may obtain a review of a decision of the Secretary withdrawing approval of or rejecting its plan by the United States court of appeals for the circuit in which the State is located by filing in such court within thirty days following receipt of notice of such decision a petition to modify or set aside in whole or in part the action of the Secretary. A copy of such petition shall forthwith be served upon the Secretary, and thereupon the Secretary shall certify and file in the court the record upon which the decision complained of was issued as provided in section 2112 of title 28, United States Code. Unless the court finds that the Secretary's decision in rejecting a proposed State plan

or withdrawing his approval of such plan is not supported by substantial evidence the court shall affirm the Secretary's decision. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

GRANTS TO STATES

SEC. 6. (a) The Secretary may make grants to States which have in effect plans approved under section 5 to assist them in carrying out such plans. No such grant may exceed 90 per centum of the cost of developing and carrying out the State plan. Payments under this section may be made in installments and in advance or by way of reimbursement with necessary adjustments on account of underpayments or overpayments.

(b) There are authorized to be appropriated for the fiscal year 1972, and each of the five succeeding fiscal years, such sums as may be necessary to make the grants provided for in this section.

ENFORCEMENT BY SECRETARY

SEC. 7. The Secretary shall be responsible for the enforcement of youth camp safety standards in States which do not have in effect a State plan approved under section 5, and with respect to travel camps. The United States district courts shall have jurisdiction for cause shown, in any actions

brought by the Secretary, to enforce compliance with youth camp safety standards in States which do not have in effect a State plan approved under section 5, and with respect to travel camps.

INSPECTIONS AND INVESTIGATIONS

SEC. 8. (a) In order to carry out his duties under this Act, the Secretary may enter and inspect any youth camp and its records, may question employees, and may investigate facts, conditions, practices, or matters to the extent he deems it necessary or appropriate.

(b) For the purpose of any hearing or investigation provided for in this Act, the provisions of section 8(b) of the Occupational Safety and Health Act of 1970 shall be applicable to the Secretary.

FEDERAL RECREATIONAL CAMPS

SEC. 9. (a) The Secretary shall develop safety standards to govern the operation of Federal recreational camps. The Secretary shall cooperate with Federal officers and agencies operating Federal recreational camps to assure that such camps are operated in compliance with the Secretary's standards. The Secretary may make the services of personnel of the Department of Health, Education, and Welfare available, without reimbursement, to other Federal agencies to assist them in carrying out this section.

(b) For purposes of this section, a Federal recreational

camp is a camp or campground which is located on Federal property and is operated by, or under contract with, a Federal agency to provide opportunities for recreational camping to the public.

ADVISORY COUNCIL ON YOUTH CAMP SAFETY

SEC. 10. (a) The Secretary shall establish in the Department of Health, Education, and Welfare an Advisory Council on Youth Camp Safety to advise and consult on policy matters relating to youth camp safety, particularly the promulgation of youth camp safety standards. The Council shall consist of the Secretary, who shall be Chairman, and eighteen members appointed by him, without regard to the civil service laws, from persons who are specially qualified by experience and competence to render such service. Prior to making such appointments, the Secretary shall consult with appropriate associations representing organized camping.

(b) The Secretary may appoint such special advisory and technical experts and consultants as may be necessary in carrying out the functions of the Council.

(c) Members of the Advisory Council, while serving on business of the Advisory Council, shall receive compensation at a rate to be fixed by the Secretary, but not exceeding $100 per day, including traveltime; and while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per

diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code, for persons in the Government service employed intermittently.

ADMINISTRATION

SEC. 11. (a) The Secretary shall prepare and submit to the President for transmittal to the Congress at least once in each fiscal year a comprehensive and detailed report on the administration of this Act.

(b) The Secretary is authorized to request directly from any department or agency of the Federal Government information, suggestions, estimates, and statistics needed to carry out his functions under this Act; and such department or agency is authorized to furnish such information, suggestions, estimates, and statistics directly to the Secretary.

(c) Nothing in this Act or regulations issued hereunder shall authorize the Secretary, a State agency, or any official acting under this law to restrict, determine, or influence the curriculum, program, or ministry of any youth camp.

AUTHORIZATION

SEC. 12. There are authorized to be appropriated to carry out the provisions of this Act (in addition to the amounts authorized in section 6) such sums as may be necessary for the fiscal year ending June 30, 1972, and for each of the five succeeding fiscal years.

92D CONGRESS
1ST SESSION

H. R. 2302

IN THE HOUSE OF REPRESENTATIVES

JANUARY 26, 1971

Mr. HELSTOSKI introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To provide Federal leadership and grants to the States for developing and implementing State programs for youth camp safety standards.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Youth Camp Safety Act".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act to protect and safeguard the health and well-being of the youth of the Nation attending day camps, resident camps, and travel camps, by providing for establishment of Federal standards for safe operation of youth camps, and to provide Federal assistance and leadership to the States in developing programs for im-

plementing safety standards for youth camps, thereby providing assurance to parents and interested citizens that youth camps meet minimum safety standards.

DEFINITIONS

SEC. 3. As used in this Act—

(a) The term "youth camp" means:

(1) any parcel or parcels of land having the general characteristics and features of a camp as the term is generally understood, used wholly or in part for recreational or educational purposes and accommodating for profit or under philanthropic or charitable auspices five or more children under eighteen years of age, living apart from their relatives, parents, or legal guardians for a period of, or portions of, five days or more, and includes a site that is operated as a day camp or as a resident camp; and

(2) any travel camp which for profit or under philanthropic or charitable auspices, sponsors or conducts group tours within the United States, or foreign group tours originating or terminating within the United States, for educational or recreational purposes, accommodating within the group five or more children under eighteen years of age living apart from their relatives, parents, or legal guardians for a period of five days or more.

(b) The term "person" means any individual, partner-

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ship, corporation, association, or other form of business enterprises.

(c) The term "safety standards" means criteria directed toward safe operation of youth camps, in such areas as—but not limited to—personnel qualifications for director and staff; ratio of staff to campers; sanitation and public health; personal health, first aid, and medical services; food handling, mass feeding, and cleanliness; water supply and waste disposal; water safety including use of lakes and rivers, swimming and boating equipment and practices; vehicle condition and operation; building and site design; equipment; and condition and density of use.

(d) The term "Secretary" means the Secretary of Health, Education, and Welfare.

(e) The term "State" includes each of the several States and the District of Columbia.

GRANTS TO STATES FOR YOUTH CAMP SAFETY STANDARDS

SEC. 4. From sums appropriated pursuant to section 11 of this Act, but not to exceed $2,500,000 of such appropriation for any fiscal year, the Secretary is authorized to make grants to States which have State plans approved by him under section 6 to pay up to 50 per centum of the cost of developing and administering State programs for youth camp safety standards.

SEC. 5. In developing Federal standards for youth camps, the Secretary shall—

(a) consider existing State regulations and standards, and standards developed by private organizations, applicable to youth camp safety;

(b) establish and publish youth camp safety standards within one year after enactment of the Act, after consultation with State officials and with representatives of appropriate private and public organizations after opportunity for hearings and notification published in the Federal Register; and

(c) authorize and encourage camps certified by the States as complying with the published Federal youth camp standards to advertise their compliance with minimum safety standards.

STATE PLANS

SEC. 6. (a) Any State desiring to participate in the grant program under this Act shall designate or create an appropriate State agency for the purpose of this section, and submit, through such State agency a State plan which shall—

(1) set forth a program for State supervised annual inspection of, and certification of compliance with, minimum safety standards developed under the provisions

of sections 5 and 9(a) of this Act, at youth camps located in such State;

(2) provide assurances that the State will accept and apply such minimum youth camp safety standards as the Secretary shall by regulations prescribe;

(3) provide for the administration of such plan by such State agency;

(4) provide for an advisory committee, to advise the State agency on the general policy involved in inspection and certification procedures under the State plan, which committee shall include among its members representatives of other State agencies concerned with camping or programs related thereto and persons representative of professional or civic or other public or nonprofit private agencies, organizations, or groups concerned with organized camping;

(5) provide that such State agency will make such reports in such form and containing such information as the Secretary may reasonably require;

(6) provide assurance that the State will pay from non-Federal sources the remaining cost of such program; and

(7) provide such fiscal control and fund accounting

procedures as may be necessary to assure proper disbursement of and accounting of funds received under this Act.

(b) Any State desiring to enable youth camps in the State to advertise compliance with Federal youth camp standards, but which does not wish to participate in the grant programs under this Act, shall designate or create an appropriate State agency for the purpose of this section and submit, through such State agency, a State plan which shall accomplish the steps specified in (a) (1) through (3) of this section, and which provides for availability of information so that the Secretary may be assured of compliance with the standards.

(c) The Secretary shall not finally disapprove any State plan submitted under this Act or any modification thereof, without first affording such State agency reasonable notice and opportunity for a hearing.

DETERMINATION OF FEDERAL SHARE; PAYMENTS

SEC. 7. (a) The Secretary shall determine the amount of the Federal share of the cost of programs approved by him under section 6 based upon the funds appropriated therefor pursuant to section 10 for that fiscal year and upon the number of participating States; except that no State may receive a grant under this Act for any fiscal year in excess of $50,000.

(b) Payments to a State under this Act may be made in installments and in advance or by way of reimbursement with necessary adjustments on account of overpayments or underpayments.

OPERATION OF STATE PLANS; HEARINGS AND JUDICIAL REVIEW

SEC. 8. (a) Whenever the Secretary, after reasonable notice and opportunity for hearing to the State agency administering a State plan approved under this Act, finds that—

(1) the State plan has been so changed that it no longer complies with the provisions of section 6, or

(2) in the administration of the plan there is a failure to comply substantially with any such provision,

the Secretary shall notify such State agency that no further payments will be made to the State under this Act (or in his discretion, that further payments to the State will be limited to programs or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this Act (or payment shall be limited to programs or portions of the State plan not affected by such failure).

(b) A State agency dissatisfied with a final action of the Secretary under section 6 or subsection (a) of this sec-

tion may appeal to the United States court of appeals for the circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Secretary or any officer designated by him for that purpose. The Secretary thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Secretary or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Secretary may modify or set aside his order. The findings of the Secretary as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Secretary to take further evidence, and the Secretary may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Secretary shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

The commencement of proceedings under this subsection shall not, unless so specifically ordered by the court, operate as a stay of the Secretary's action.

ADVISORY COUNCIL ON YOUTH CAMP SAFETY

SEC. 9. (a) The Secretary shall establish in the Department of Health, Education, and Welfare an Advisory Council on Youth Camp Safety to advise and consult on policy matters relating to youth camp safety, particularly the promulgation of youth camp safety standards. The Council shall consist of the Secretary, who shall be Chairman, and eighteen members appointed by him, without regard to the civil service laws, from persons who are specially qualified by experience and competence to render such service. Prior to making such appointments, the Secretary shall consult with appropriate associations representing organized camping.

(b) The Secretary may appoint such special advisory and technical experts and consultants as may be necessary in carrying out the functions of the Council.

(c) Members of the Advisory Council, while serving on business of the Advisory Council, shall receive compensation at a rate to be fixed by the Secretary, but not exceeding $100 per day, including traveltime; and while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu

of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

ADMINISTRATION

SEC. 10. (a) The Secretary shall prepare and submit to the President for transmittal to the Congress at least once in each fiscal year a comprehensive and detailed report on the administration of this Act.

(b) The Secretary is authorized to request directly from any department or agency of the Federal Government information, suggestions, estimates, and statistics needed to carry out his functions under this Act; and such department or agency is authorized to furnish such information, suggestions, estimates, and statistics directly to the Secretary.

(c) Nothing in this Act or regulations issued hereunder shall authorize the Secretary, a State agency, or any official acting under this law to restrict, determine, or influence the curriculum, program, or ministry of any youth camp.

AUTHORIZATION

SEC. 11. There are authorized to be appropriated to carry out the provisions of this Act the sum of $3,000,000 for the fiscal year ending June 30, 1969, and for each of the five succeeding fiscal years.

92D CONGRESS
1ST SESSION

H. R. 6055

IN THE HOUSE OF REPRESENTATIVES

MARCH 15, 1971

Mr. PEYSER (for himself and Mr. MCKINNEY) introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To provide for the development and implementation of programs for youth camp safety.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

STATEMENT OF PURPOSE

SECTION 1. It is the purpose of this Act to protect and safeguard the health and well-being of the youth of the Nation attending day camps, resident camps, and travel camps, by providing for establishment of Federal standards for safe operation of youth camps, to provide Federal assistance to the States in developing programs for implementing safety standards for youth camps, to provide for the Federal implementation of safety standards for youth camps in States

which do not implement such standards and for Federal recreational camps, thereby providing assurance to parents and interested citizens that youth camps and Federal recreational camps meet minimum safety standards.

DEFINITIONS

SEC. 2. For purposes of this Act—

(1) The term "youth camp" means—

(A) any parcel or parcels of land having the general characteristics and features of a camp as the term is generally understood, used wholly or in part for recreational or educational purposes and accommodating for profit or under philanthropic or charitable auspices five or more children under eighteen years of age, living apart from their relatives, parents, or legal guardians for a period of, or portions of, five days or more, and includes a site that is operated as a day camp or as a resident camp; and

(B) any travel camp which for profit or under philanthropic or charitable auspices, sponsors or conducts group tours within the United States, or foreign group tours originating or terminating within a State, for educational or recreational purposes, accommodating within the group five or more children under eighteen years of age living apart from their relatives, parents, or legal guardians for a period of five days or more.

(2) The term "youth camp safety standards" means criteria directed toward safe operation of youth camps, in such areas as—but not limited to—personnel qualifications for director and staff; ratio of staff to campers; sanitation and public health; personal health, first aid, and medical services; food handling, mass feeding, and cleanliness; water supply and waste disposal; water safety including use of lakes and rivers, swimming and boating equipment and practices; vehicle condition and operation; building and site design; equipment; and condition and density of use.

(3) The term "Secretary" means the Secretary of Health, Education, and Welfare.

(4) The term "State" includes each of the several States, the District of Columbia, Puerto Rico, and the Virgin Islands.

PROMULGATION OF YOUTH CAMP SAFETY STANDARDS

SEC. 3. The Secretary shall develop and shall by rule promulgate, modify, or revoke youth camp safety standards. In developing such standards the Secretary shall consult with State officials and with representatives of appropriate public and private organizations, and shall consider existing State regulations and standards and standards developed by private organizations which are applicable to youth camp safety. Before issuing a rule promulgating, modifying, or revoking a youth camp safety standard, the Secretary shall

afford interested persons an opportunity for a public hearing. The Secretary shall make the initial promulgation of standards required by this section within one year after the effective date of this Act.

STATE JURISDICTION AND STATE PLANS

SEC. 4. (a) Any State which, at any time, desires to assume responsibility for development and enforcement of youth camp safety standards applicable to youth camps therein (other than travel camps) shall submit a State plan for the development of such standards and their enforcement.

(b) The Secretary shall approve a plan submitted by a State under subsection (a), or any modification thereof, if such plan in his judgment—

(1) designate a State agency as the agency responsible for administering the plan throughout the State,

(2) provides for the development and enforcement of youth camp safety standards which standards (and the enforcement of such standards) are or will be at least as effective in providing safe operation of youth camps (other than travel camps) in the State as the standards promulgated under section 4,

(3) provides for an inspection of each such youth camp at least once a year during a period the camp is in operation,

(4) provides for a right of entry and inspection of all such youth camps which is at least as effective as that provided in section 8,

(5) contains satisfactory assurances that such State agency has or will have the legal authority and qualified personnel necessary for the enforcement of such standards,

(6) gives satisfactory assurances that such State will devote adequate funds to the administration and enforcement of such standards,

(7) provide that such State agency will make such reports in such form and containing such information as the Secretary may reasonably require,

(8) provide assurances that State funds will be available to meet the portions of the cost of carrying out the plan which are not met by Federal funds, and

(9) provide such fiscal control and fund accounting procedures as may be necessary to assure proper disbursement of and accounting of funds received under this Act.

(c) The Secretary shall approve any State plan which meets the requirements of subsection (a), but shall not finally disapprove any such plan, or any modification thereof, without affording the State agency reasonable notice and an opportunity for a hearing.

(d) Whenever the Secretary finds, after affording due notice and opportunity for a hearing, that in the administration of the State plan there is a failure to comply substantially with any provision of the State plan (or any assurance contained therein), he shall notify the State agency of his withdrawal of approval of such plan and upon receipt of such notice such plan shall cease to be in effect, but the State may retain jurisdiction in any case commenced before the withdrawal of the plan in order to enforce standards under the plan whenever the issues involved do not relate to the reasons for the withdrawal of the plan.

(e) The State may obtain a review of a decision of the Secretary withdrawing approval of or rejecting its plan by the United States court of appeals for the circuit in which the State is located by filing in such court within thirty days following receipt of notice of such decision a petition to modify or set aside in whole or in part the action of the Secretary. A copy of such petition shall forthwith be served upon the Secretary, and thereupon the Secretary shall certify and file in the court the record upon which the decision complained of was issued as provided in section 2112 of title 28, United States Code. Unless the court finds that the Secretary's decision in rejecting a proposed State plan or withdrawing his approval of such plan is not supported by substantial evidence the court shall affirm the Secretary's

decision. The judgment of the court shall be subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code.

GRANTS TO STATES

SEC. 5. (a) The Secretary may make grants to States which have in effect plans approved under section 5 to assist them in carrying out such plans. No such grant may exceed 90 per centum of the cost of developing and carrying out the State plan. Payments under this section may be made in installments and in advance or by way of reimbursement with necessary adjustments on account of underpayments or overpayments.

(b) There are authorized to be appropriated for the fiscal year 1972, and each of the five succeeding fiscal years, such sums as may be necessary to make the grants provided for in this section.

ENFORCEMENT BY SECRETARY

SEC. 6. The Secretary shall be responsible for the enforcement of youth camp safety standards in States which do not have in effect a State plan approved under section 5, and with respect to travel camps. The United States district courts shall have jurisdiction for cause shown, in any actions brought by the Secretary, to enforce compliance with youth camp safety standards in States which do not have in effect

a State plan approved under section 5, and with respect to travel camps.

INSPECTIONS AND INVESTIGATIONS

SEC. 7. (a) In order to carry out his duties under this Act, the Secretary may enter and inspect any youth camp and its records, may question employees, and may investigate facts, conditions, practices, or matters to the extent he deems it necessary or appropriate.

(b) For the purpose of any hearing or investigation provided for in this Act, the provisions of section 8(b) of the Occupational Safety and Health Act of 1970 shall be applicable to the Secretary.

FEDERAL RECREATIONAL, CAMPING AREAS

SEC. 8. (a) The Secretary shall develop safety standards to govern the operation of Federal recreational camping areas. The Secretary shall cooperate with Federal officers and agencies operating Federal recreational camping areas to assure that such camps are operated in compliance with the Secretary's standards. The Secretary may make the services of personnel of the Department of Health, Education, and Welfare available, without reimbursement, to other Federal agencies to assist them in carrying out this section.

(b) For purposes of this section, a Federal recreational camping areas is a camp or campground which is located on Federal property and is operated by, or under contract with,

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a Federal agency to provide opportunities for recreational camping to the public.

ADVISORY COUNCIL ON YOUTH CAMP SAFETY

SEC. 9. (a) The Secretary shall establish in the Department of Health, Education, and Welfare an Advisory Council on Youth Camp Safety to advise and consult on policy matters relating to youth camp safety, particularly the promulgation of youth camp safety standards. The Council shall consist of the Secretary, who shall be Chairman, and eighteen members appointed by him, without regard to the civil service laws, from persons who are specially qualified by experience and competence to render such service. Prior to making such appointments, the Secretary shall consult with appropriate associations representing organized camping.

(b) The Secretary may appoint such special advisory and technical experts and consultants as may be necessary in carrying out the functions of the Council.

(c) Members of the Advisory Council, while serving on business of the Advisory Council, shall receive compensation at a rate to be fixed by the Secretary, but not exceeding $100 per day, including traveltime; and while so serving away from their homes or regular places of business, they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5703

of title 5, United States Code, for persons in the Government service employed intermittently.

ADMINISTRATION

SEC. 10. (a) The Secretary shall prepare and submit to the President for transmittal to the Congress at least once in each fiscal year a comprehensive and detailed report on the administration of this Act.

(b) The Secretary is authorized to request directly from any department or agency of the Federal Government information, suggestions, estimates, and statistics needed to carry out his functions under this Act; and such department or agency is authorized to furnish such information, suggestions, estimates, and statistics directly to the Secretary.

(c) Nothing in this Act or regulations issued hereunder shall authorize the Secretary, a State agency, or any official acting under this law to restrict, determine, or influence the curriculum, program, or ministry of any youth camp.

AUTHORIZATION

SEC. 11. There are authorized to be appropriated to carry out the provisions of this Act (in addition to the amounts authorized in section 6) such sums as may be necessary for the fiscal year ending June 30, 1972, and for each of the five succeeding fiscal years.

92D CONGRESS
1ST SESSION

H. R. 6493

IN THE HOUSE OF REPRESENTATIVES

MARCH 22, 1971

Mr. ROSENTHAL introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To provide Federal leadership and grants to the States for developing and implementing State programs for youth camp safety standards.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Youth Camp Safety Act".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act to protect and safeguard the health and well-being of the youth of the Nation attending day camps, resident camps, and travel camps, by providing for establishment of Federal standards for safe operation of youth camps, and to provide Federal assistance and leadership to the States in developing programs for im-

plementing safety standards for youth camps, thereby providing assurance to parents and interested citizens that youth camps meet minimum safety standards.

DEFINITIONS

SEC. 3. As used in this Act the term "youth camp" means—

(1) any parcel or parcels of land having the general characteristics and features of a camp as the term is generally understood, used wholly or in part for recreational or educational purposes and accommodating for profit or under philanthropic or charitable auspices five or more children under eighteen years of age, living apart from their relatives, parents, or legal guardians for a period of, or portions of, five days or more, and includes a site that is operated as a day camp or as a resident camp; and

(2) any travel camp which for profit or under philanthropic or charitable auspices, sponsors or conducts group tours within the United States, or foreign group tours originating or terminating within the United States, for educational or recreational purposes, accommodating within the group five or more children under eighteen years of age living apart from their relatives, parents, or legal guardians for a period of five days or more.

(b) The term "person" means any individual, partner-

ship, corporation, association, or other form of business enterprises.

(c) The term "safety standards" means criteria directed toward safe operation of youth camps, in such areas as—but not limited to—personnel qualifications for director and staff; ratio of staff to campers; sanitation and public health; personal health, first aid, and medical services; food handling, mass feeding, and cleanliness; water supply and waste disposal; water safety including use of lakes and rivers, swimming and boating equipment and practices; vehicle condition and operation; building and site design; equipment; and condition and density of use.

(d) The term "Secretary" means the Secretary of Health, Education, and Welfare.

(e) The term "State" includes each of the several States and the District of Columbia.

GRANTS TO STATES FOR YOUTH CAMP SAFETY STANDARDS

SEC. 4. From sums appropriated pursuant to section 11 of this Act, but not to exceed $2,500,000 of such appropriation for any fiscal year, the Secretary is authorized to make grants to States which have State plans approved by him under section 6 to pay up to 90 per centum of the cost of developing and administering State programs for youth camp safety standards.

SEC. 5. In developing Federal standards for youth camps, the Secretary shall—

(a) consider existing State regulations and standards, and standards developed by private organizations, applicable to youth camp safety;

(b) establish and publish youth camp safety standards within one year after enactment of the Act, after consultation with State officials and with representatives of appropriate private and public organizations after opportunity for hearings and notification published in the Federal Register; and

(c) authorize and encourage camps certified by the States as complying with the published Federal youth camp standards to advertise their compliance with minimum safety standards.

STATE PLANS

SEC. 6. (a) Any State which, at any time, desires to assume responsibility for development and enforcement of youth camp safety standards applicable to youth camps therein (other than travel camps) shall submit a State plan for the development of such standards and their enforcement which—

(1) sets forth a program for State supervised annual inspection of, and certification of compliance with, minimum safety standards developed under the provisions

of sections 5 and 9(a) of this Act, at youth camps located in such States;

(2) provides assurances that the State will accept and apply such minimum youth camp safety standards as the Secretary shall by regulations prescribe;

(3) provides for the administration of such plan by such State agency;

(4) provides for an advisory committee, to advise the State agency on the general policy involved in inspection and certification procedures under the State plan, which committee shall include among its members representatives of other State agencies concerned with camping or programs related thereto and persons representative of professional or civic or other public or nonprofit private agencies, organizations, or groups concerned with organized camping;

(5) provides that such State agency will make such reports in such form and containing such information as the Secretary may reasonably require;

(6) provides assurance that the State will pay from non-Federal sources the remaining cost of such program; and

(7) provides such fiscal control and fund accounting procedures as may be necessary to assure proper dis-

bursement of and accounting of funds received under this Act.

(b) Any State desiring to enable youth camps in the State to advertise compliance with Federal youth camp standards, but which does not wish to participate in the grant programs under this Act, shall designate or create an appropriate State agency for the purpose of this section, and submit, through such State agency, a State plan which shall accomplish the steps specified in (a) (1) through (3) of this section, and which provides for availability of information so that the Secretary may be assured of compliance with the standards.

(c) The Secretary shall not finally disapprove any State plan submitted under this Act or any modification thereof, without first affording such State agency reasonable notice and opportunity for a hearing.

DETERMINATION OF FEDERAL SHARE; PAYMENTS

SEC. 7. (a) The Secretary shall determine the amount of the Federal share of the cost of programs approved by him under section 6 based upon the funds appropriated therefor pursuant to section 10 for that fiscal year and upon the number of participating States, except that no State may receive a grant under this Act for any fiscal year in excess of $50,000.

(b) Payments to a State under this Act may be made

in installments and in advance or by way of reimbursement with necessary adjustments on account of overpayments or underpayments.

OPERATION OF STATE PLANS; HEARINGS AND JUDICIAL REVIEW

SEC. 8. (a) Whenever the Secretary after reasonable notice and opportunity for hearing to the State agency administering a State plan approved under this Act, finds that—

(1) the State plan has been so changed that it no longer complies with the provisions of section 6, or

(2) in the administration of the plan there is a failure to comply substantially with any such provision,

the Secretary shall notify such State agency that no further payments will be made to the State under this Act (or in his discretion, that further payments to the State will be limited to programs or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this Act (or payment shall be limited to programs or portions of the State plan not affected by such failure).

(b) A State agency dissatisfied with a final action of the Secretary under section 6 or subsection (a) of this section may appeal to the United States court of appeals for the

circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Secretary or any officer designated by him for that purpose. The Secretary thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Secretary or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Secretary may modify or set aside his order. The findings of the Secretary as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Secretary to take further evidence, and the Secretary may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Secretary shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection

shall not, unless so specifically ordered by the court, operate as a stay of the Secretary's action.

ENFORCEMENT BY SECRETARY

SEC. 9. The Secretary shall be responsible for the enforcement of youth camp safety standards in States which do not have in effect a State plan approved under section 6, and with respect to travel camps. The United States district courts shall have jurisdiction for cause shown, in any actions brought by the Secretary, to enforce compliance with youth camp safety standards in States which do not have in effect a State plan approved under section 6, and with respect to travel camps.

INSPECTIONS AND INVESTIGATIONS

SEC. 10. (a) In order to carry out his duties under this Act, the Secretary may enter and inspect any youth camp and its records, may question employees, and may investigate facts, conditions, practices, or matters to the extent he deems it necessary or appropriate.

(b) For the purpose of any hearing or investigation provided for in this Act, the provisions of section 8(b) of the Occupational Safety and Health Act of 1970 shall be applicable to the Secretary.

ADVISORY COUNCIL ON YOUTH CAMP SAFETY

SEC. 11. (a) The Secretary shall establish in the Department of Health, Education, and Welfare an Advisory

Council on Youth Camp Safety to advise and consult on policy matters relating to youth camp safety, particularly the promulgation of youth camp safety standards. The Council shall consist of the Secretary, who shall be Chairman, and eighteen members appointed by him, without regard to the civil service laws, from persons who are specially qualified by experience and competence to render such service. Prior to making such appointments, the Secretary shall consult with appropriate associations representing organized camping.

(b) The Secretary may appoint such special advisory and technical experts and consultants as may be necessary in carrying out the functions of the Council.

(c) Members of the Advisory Council, while serving on business of the Advisory Council, shall receive compensation at a rate to be fixed by the Secretary, but not exceeding $100 per day, including traveltime; and while so serving away from their homes or regular places of business, they of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b–2) for persons in the Government service employed intermittently.

ADMINISTRATION

SEC. 12. (a) The Secretary shall prepare and submit to the President for transmittal to the Congress at least once

in each fiscal year a comprehensive and detailed report on the administration of this Act.

(b) The Secretary is authorized to request directly from any department or agency of the Federal Government information, suggestions, estimates, and statistics needed to carry out his functions under this Act; and such department or agency is authorized to furnish such information, suggestions, estimates, and statistics directly to the Secretary.

(c) Nothing in this Act or regulations issued hereunder shall authorize the Secretary, a State agency, or any official acting under this law to restrict, determine, or influence the curriculum, program, or ministry of any youth camp.

AUTHORIZATION

SEC. 13. There are authorized to be appropriated to carry out the provisions of this Act the sum of $3,000,000 for the fiscal year ending June 30, 1972, and for each of the five succeeding fiscal years.

92D CONGRESS
1ST SESSION

H. R. 8499

IN THE HOUSE OF REPRESENTATIVES

MAY 18, 1971

Mr. PODELL introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To provide Federal leadership and grants to the States for developing and implementing State programs for youth camp safety standards.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Youth Camp Safety Act".

STATEMENT OF PURPOSE

SEC. 2. It is the purpose of this Act to protect and safeguard the health and well-being of the youth of the Nation attending day camps, resident camps, and travel camps, by providing for establishment of Federal standards for safe operation of youth camps, and to provide Federal assistance and leadership to the States in developing programs for im-

plementing safety standards for youth camps, thereby providing assurance to parents and interested citizens that youth camps meet minimum safety standards.

DEFINITIONS

SEC. 3. As used in this Act the term "youth camp" means—

(1) any parcel or parcels of land having the general characteristics and features of a camp as the term is generally understood, used wholly or in part for recreational or educational purposes and accommodating for profit or under philanthropic or charitable auspices five or more children under eighteen years of age, living apart from their relatives, parents, or legal guardians for a period of, or portions of, five days or more, and includes a site that is operated as a day camp or as a resident camp; and

(2) any travel camp which for profit or under philanthropic or charitable auspices, sponsors or conducts group tours within the United States, or foreign group tours originating or terminating within the United States, for educational or recreational purposes, accommodating within the group five or more children under eighteen years of age living apart from their relatives, parents, or legal guardians for a period of five days or more.

(b) The term "person" means any individual, partner-

ship, corporation, association, or other form of business enterprises.

(c) The term "safety standards" means criteria directed toward safe operation of youth camps, in such areas as—but not limited to—personnel qualifications for director and staff; ratio of staff to campers; sanitation and public health; personal health, first aid, and medical services; food handling, mass feeding, and cleanliness; water supply and waste disposal; water safety including use of lakes and rivers, swimming and boating equipment and practices; vehicle condition and operation; building and site design; equipment; and condition and density of use.

(d) The term "Secretary" means the Secretary of Health, Education, and Welfare.

(e) The term "State" includes each of the several States and the District of Columbia.

GRANTS TO STATES FOR YOUTH CAMP SAFETY STANDARDS

SEC. 4. From sums appropriated pursuant to section 11 of this Act, but not to exceed $2,500,000 of such appropriation for any fiscal year, the Secretary is authorized to make grants to States which have State plans approved by him under section 6 to pay up to 90 per centum of the cost of developing and administering State programs for youth camp safety standards.

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SEC. 5. In developing Federal standards for youth camps, the Secretary shall—

(a) consider existing State regulations and standards, and standards developed by private organizations, applicable to youth camp safety;

(b) establish and publish youth camp safety standards within one year after enactment of the Act, after consultation with State officials and with representatives of appropriate private and public organizations after opportunity for hearings and notification published in the Federal Register; and

(c) authorize and encourage camps certified by the States as complying with the published Federal youth camp standards to advertise their compliance with minimum safety standards.

STATE PLANS

SEC. 6. (a) Any State which, at any time, desires to assume responsibility for development and enforcement of youth camp safety standards applicable to youth camps therein (other than travel camps) shall submit a State plan for the development of such standards and their enforcement which—

(1) sets forth a program for State supervised annual inspection of, and certification of compliance with, minimum safety standards developed under the provisions

of sections 5 and 9(a) of this Act, at youth camps located in such States;

(2) provides assurances that the State will accept and apply such minimum youth camp safety standards as the Secretary shall by regulations prescribe;

(3) provides for the administration of such plan by such State agency;

(4) provides for an advisory committee, to advise the State agency on the general policy involved in inspection and certification procedures under the State plan, which committee shall include among its members representatives of other State agencies concerned with camping or programs related thereto and persons representative of professional or civic or other public or nonprofit private agencies, organizations, or groups concerned with organized camping;

(5) provides that such State agency will make such reports in such form and containing such information as the Secretary may reasonably require;

(6) provides assurance that the State will pay from non-Federal sources the remaining cost of such program; and

(7) provides such fiscal control and fund accounting procedures as may be necessary to assure proper dis-

bursement of and accounting of funds received under this Act.

(b) Any State desiring to enable youth camps in the State to advertise compliance with Federal youth camp standards, but which does not wish to participate in the grant programs under this Act, shall designate or create an appropriate State agency for the purpose of this section, and submit, through such State agency, a State plan which shall accomplish the steps specified in (a) (1) through (3) of this section, and which provides for availability of information so that the Secretary may be assured of compliance with the standards.

(c) The Secretary shall not finally disapprove any State plan submitted under this Act or any modification thereof, without first affording such State agency reasonable notice and opportunity for a hearing.

DETERMINATION OF FEDERAL SHARE; PAYMENTS

SEC. 7. (a) The Secretary shall determine the amount of the Federal share of the cost of programs approved by him under section 6 based upon the funds appropriated therefor pursuant to section 10 for that fiscal year and upon the number of participating States, except that no State may receive a grant under this Act for any fiscal year in excess of $50,000.

(b) Payments to a State under this Act may be made

in installments and in advance or by way of reimbursement with necessary adjustments on account of overpayments or underpayments.

OPERATION OF STATE PLANS; HEARINGS AND JUDICIAL REVIEW

SEC. 8. (a) Whenever the Secretary after reasonable notice and opportunity for hearing to the State agency administering a State plan approved under this Act, finds that—

(1) the State plan has been so changed that it no longer complies with the provisions of section 6, or

(2) in the administration of the plan there is a failure to comply substantially with any such provision,

the Secretary shall notify such State agency that no further payments will be made to the State under this Act (or in his discretion, that further payments to the State will be limited to programs or portions of the State plan not affected by such failure), until he is satisfied that there will no longer be any failure to comply. Until he is so satisfied, no further payments may be made to such State under this Act (or payment shall be limited to programs or portions of the State plan not affected by such failure).

(b) A State agency dissatisfied with a final action of the Secretary under section 6 or subsection (a) of this section may appeal to the United States court of appeals for the

circuit in which the State is located, by filing a petition with such court within sixty days after such final action. A copy of the petition shall be forthwith transmitted by the clerk of the court to the Secretary or any officer designated by him for that purpose. The Secretary thereupon shall file in the court the record of the proceedings on which he based his action, as provided in section 2112 of title 28, United States Code. Upon the filing of such petition, the court shall have jurisdiction to affirm the action of the Secretary or to set it aside, in whole or in part, temporarily or permanently, but until the filing of the record, the Secretary may modify or set aside his order. The findings of the Secretary as to the facts, if supported by substantial evidence, shall be conclusive, but the court, for good cause shown, may remand the case to the Secretary to take further evidence, and the Secretary may thereupon make new or modified findings of fact and may modify his previous action, and shall file in the court the record of the further proceedings. Such new or modified findings of fact shall likewise be conclusive if supported by substantial evidence. The judgment of the court affirming or setting aside, in whole or in part, any action of the Secretary shall be final, subject to review by the Supreme Court of the United States upon certiorari or certification as provided in section 1254 of title 28, United States Code. The commencement of proceedings under this subsection

shall not, unless so specifically ordered by the court, operate as a stay of the Secretary's action.

ENFORCEMENT BY SECRETARY

SEC. 9. The Secretary shall be responsible for the enforcement of youth camp safety standards in States which do not have in effect a State plan approved under section 6, and with respect to travel camps. The United States district courts shall have jurisdiction for cause shown, in any actions brought by the Secretary, to enforce compliance with youth camp safety standards in States which do not have in effect a State plan approved under section 6, and with respect to travel camps.

INSPECTIONS AND INVESTIGATIONS

SEC. 10. (a) In order to carry out his duties under this Act, the Secretary may enter and inspect any youth camp and its records, may question employees, and may investigate facts, conditions, practices, or matters to the extent he deems it necessary or appropriate.

(b) For the purpose of any hearing or investigation provided for in this Act, the provisions of section 8(b) of the Occupational Safety and Health Act of 1970 shall be applicable to the Secretary.

ADVISORY COUNCIL ON YOUTH CAMP SAFETY

SEC. 11. (a) The Secretary shall establish in the Department of Health, Education, and Welfare an Advisory

Council on Youth Camp Safety to advise and consult on policy matters relating to youth camp safety, particularly the promulgation of youth camp safety standards. The Council shall consist of the Secretary, who shall be Chairman, and eighteen members appointed by him, without regard to the civil service laws, from persons who are specially qualified by experience and competence to render such service. Prior to making such appointments, the Secretary shall consult with appropriate associations representing organized camping.

(b) The Secretary may appoint such special advisory and technical experts and consultants as may be necessary in carrying out the functions of the Council.

(c) Members of the Advisory Council, while serving on business of the Advisory Council, shall receive compensation at a rate to be fixed by the Secretary, but not exceeding $100 per day, including traveltime; and while so serving away from their homes or regular places of business, they of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b-2) for persons in the Government service employed intermittently.

ADMINISTRATION

SEC. 12. (a) The Secretary shall prepare and submit to the President for transmittal to the Congress at least once

in each fiscal year a comprehensive and detailed report on the administration of this Act.

(b) The Secretary is authorized to request directly from any department or agency of the Federal Government information, suggestions, estimates, and statistics needed to carry out his functions under this Act; and such department or agency is authorized to furnish such information, suggestions, estimates, and statistics directly to the Secretary.

(c) Nothing in this Act or regulations issued hereunder shall authorize the Secretary, a State agency, or any official acting under this law to restrict, determine, or influence the curriculum, program, or ministry of any youth camp.

AUTHORIZATION

SEC. 13. There are authorized to be appropriated to carry out the provisions of this Act the sum of $3,000,000 for the fiscal year ending June 30, 1972, and for each of the five succeeding fiscal years.

Mr. DANIELS. Each year parents send nearly 8 million youngsters to summer camps across this country with the belief that their children will be constantly protected by trained counselors and will live in sanitary and healthful surroundings. Unfortunately, this is not the case in too many of our summer camps and our other outdoor recreational facilities.

H.R. 1264 aims to bring to an end the tragic waste of young lives occurring each summer because of the dearth of safety and health standards in youth camps.

There have been many horror stories brought to my attention as a result of hearings I have conducted in both the 90th and 91st Congresses on youth camp safety. Yet 26 States have regulated only the sanitation of youth camps; just 15 States have any form of safety legislation; only three or four States have qualifications regarding personnel; and 24, or nearly half of the States, have relatively little or no camp regulations.

It is often financially and physically impossible for parents to personally visit the sites of youth camps to which they are sending their children, and they must rely on brochures that can misrepresent and mislead. There is no way for parents to be certain that the camp is safe, that the counselors are actually qualified to care for and instruct their children, that sanitary facilities are adequate, or that vehicles used by the camp are in good condition and drivers are experienced and cautious.

There are many latent dangers, which to the untrained eye of parents, are impossible to identify on a trip to a camp prior to the opening of the summer season. And visiting days during the season hardly give parents the opportunity to thoroughly investigate any possible hazards to their youngsters.

Specifically, my bill, H.R. 1264, provides that the Secretary of Health, Education, and Welfare shall promulgate youth camp safety standards after public hearings and consultation with an advisory council. Standards shall be effective in those States which do not submit plans meeting the requirements established by the bill. States who wish to administer their own plans must designate an agency responsible for the plan and develop and enforce standards at least as effective as Federal minimum standards.

In order to assist the States with the development and operation of their plans, grants are provided to the States for up to 90 percent of their costs.

In the closing days of the 91st Congress, we passed an historic Occupational Safety and Health Act. Under its provisions, working conditions at youth camps for the counselors must be safe and healthful. Therefore, while the Congress has legislated that counselors must be employed under suitable conditions, it has failed to enact legislation to protect the health and well-being of our youngsters in those very summer camps, day camps or public recreational facilities.

Passage of the Youth Camp Safety Act will end this tragic anomaly.

Our first witness today is Howard Pyle, president of the National Safety Council, Chicago, Ill., accompanied by Mr. Harry N. Rosenfield.

Mr. Pyle, you may proceed to testify. The committee welcomes you.

STATEMENT OF HOWARD PYLE, PRESIDENT, NATIONAL SAFETY COUNCIL; ACCOMPANIED BY HARRY N. ROSENFIELD AND ROBERT CURRIE

Mr. PYLE. Thank you. I have on my left also one of the experts in our shop, Robert Currie, assistant general manager of our operation.

Mr. Chairman and gentlemen of the committee, the National Safety Council is pleased to respond to an invitation to express its views regarding the proposed youth camp safety legislation.

As a matter of identification, the National Safety Council is a nongovernmental, privately supported, public service organization chartered by the Congress of the United States "to further, encourage and promote methods and procedures leading to increased safety, protection and health" wherever exposure to accidents can and does result in death or injury to people.

Youth camp safety and health has had many responsible advocates through the years, but the fact still remains that not enough has been done for youth camp safety and health as long as there remains a single avoidable accident or illness in youth camps.

Unfortunately, information currently available is insufficient to identify or quantify the scope or the intensity of the youth camp safety problem. In order more closely to specify the problem as a whole or in its parts, a search must be made for comprehensive data on (1) the injuries and illnesses that arise out of the operation of youth camps, (2) the nature and effectiveness of health and safety laws and regulations as they pertain to youth camps, and (3) the nature and effectiveness of youth camp safety and health standards developed and implemented on a voluntary basis.

INJURY/ILLNESS DATA

Years of revealing experience have taught us that the era of trying to achieve safety's ultimate needs based on a variety of bits and pieces of often unrelated information is simply insufficient to bring about needed change.

The injury/illness data pertaining to youth camps is, in our opinion, fragmentary, limited, and entirely too inconclusive to support reliable, long-range accident prevention program planning.

For the sake of explicit emphasis, we offer these three observations:

1. There is a woeful lack of sufficient reliable data on injuries or illnesses arising out of the operation of youth camps to know the true scope of the problem in its broadest terms or what the priorities should be in dealing with the problem as a whole or in its major parts;

2. There is not enough known about the specific circumstances of youth camp injuries and illnesses to take all of the specific actions necessary to lead to a solution of the problem; and

3. That until information is reasonably well established, the effectiveness of any broad-scale or long-range action will be, at best, somewhat uncertain.

Based on these observations, the National Safety Council urges that the legislation under consideration provide for a gathering and comprehensive study of whatever reliable injury/illness data may be available and a study of the systems that are now generating such data.

Based on the conclusions of such a study the council further urges that consideration be given to establishing an injury/illness data system that will provide a reliable bank of essential data. The data system should, as it relates to youth camp activities, accomplish the following objectives:

1. Yield information on injuries/illnesses and related trends, including exposure criteria, to aid in the establishment of priorities for reducing the level of risk;

2. Yield information to determine true cause of injuries or illnesses for the purpose of (*a*) evaluating the adequacy of existing standards, (*b*) determining the needs for additional standards, and (*c*) developing new or special countermeasures; and

3. Evaluate the effectiveness of countermeasures that are now in place and for those that are yet to be developed.

As a practical reality, such a data system will greatly reduce the guesswork in solving the youth camp safety problem and will generate reliable information for policy and action decisions by both the private sector and the government.

The National Safety Council is confident that it has created a data system that will be responsive to the objectives cited above. It is now operative in the farm and traffic safety areas and is described in the appendix of this statement, which we submit, but will not take your time to read. We hope you will take the time to study it carefully.

STANDARDS DEVELOPMENT

On the subject of standards, which inevitably becomes the backbone of whatever you do in any kind of camp safety program, the council believes that youth campers and the responsible safety-minded youth camp owners/operators would be more adequately protected if properly developed and promulgated youth camp safety standards that minimize unreasonable risk have the force and effect of law.

Historically, the best safety and health standards have been based on comprehensive injury/illness data and the countermeasures incorporated in the standards are aimed at the cause and specific circumstances surrounding such injuries and illnesses.

Lacking comprehensive injury/illness data and related trends arising out of the operation of youth camps and the specific circumstances surrounding such injuries and illnesses, it would appear that the basis for an initial set of standards must come from another source. Therefore, the Council urges that a search be conducted to determine the nature and effectiveness of State and local safety and health regulations that pertain to youth camps. The search should also include the nature and effectiveness of safety and health standards developed and implemented on a voluntary basis. (Studies similar to those proposed by the Council have been conducted by the American Camping Association.)

The Council further urges a study of the effectiveness of the enforcement of such regulations and the extent and degree of compliance with the voluntary proprietary standards that are now in place.

The Council's recommendations presented thus far are compatible with the objectives of Public Law 90–146 that established the National Commission on Product Safety. Similarly, these recommendations

comprise a major portion of the statement of the National Safety Council on youth camp safety presented to the House Select Subcommittee on Labor on May 21, 1969.

There are now in existence a host of voluntary proprietary standards. Such standards now lie in the domain of organizations such as the American Camping Association, Boy Scouts of America, and the U.S. Department of Agriculture. Such proprietary standards may well provide the basis for developing standards proposed for promulgation by the Secretary of HEW.

Youth camp safety standards should be developed whenever findings show that a safety standard is necessary to reduce the level of risk from an identified hazard or class of hazards.

Where there is such a finding, the Secretary of HEW should take the necessary steps to develop and promulgate a standard that will eliminate or minimize the hazard to the degree necessary to achieve an acceptable level of risk.

While the Council would prefer the promulgation of consensus standards to meet the needs of youth camp safety, the Council realizes that only a limited number of consensus safety standards directly applicable to youth camp safety now exist. Where there is no existing consensus standard, the first step in the standards development process should provide the development of a proposed standard under the consensus process that enables all interested persons to participate. (The consensus process basically involves two principles: (1) securing representation from those groups that would be affected by the standard which, in this instance, would include representation from youth campers, and (2) a predominant acceptance of such groups. A consensus process implies much more than a simple majority of those represented, but not necessarily unanimity.)

To the extent possible all standards proposed for promulgation should be written in terms of performance criteria. Specification criteria should be adopted only when it is impractical to define performance requirements.

All standards promulgated by the Secretary of HEW should preempt State standards applicable to the same aspect of safety except where the State standards are more rigorous or where local conditions warrant a variation from a Federal standard. After publication of a recommended standard in the Federal Register and after opportunities for interested parties to submit data, views or arguments with respect to the recommended standard, the Secretary of HEW should, after consideration of such data, views and arguments have the authority to promulgate a mandatory youth camp safety standard.

The National Safety Council urges that there be a provision which requires youth camp owners/operators to comply with youth camp safety and health standards promulgated under the legislation.

If national policy declares that all campers are entitled to reasonably safe and healthful camp facilities, then all camp owners/operators would be obligated to provide safe and healthful camp facilities rather than only comply with a set of promulgated standards. To this end the Council urges a "general duty" provision which would require youth camp owners/operators to maintain camps which are free from recognized hazards that are causing or likely to cause death, serious

illness, or serious physical harm to campers, giving due consideration to the objectives and functions of a youth camp. The absence of such a "general duty" provision would mean the absence of authority to cope with a recognized hazardous condition, which might be obvious and admitted by all concerned, but for which no standard has been promulgated.

INSPECTION AND ENFORCEMENT

If, upon inspection, it is believed that there exists a violation with respect to compliance with an applicable promulgated standard or with the general duty provision, the Secretary of HEW should have the authority to issue an order to abate the violation. Such an order should describe the nature of the violation, the standard or general duty provision alleged to have been violated, and fix a reasonable time for abatement.

Unlike other Federal legislation pertaining to safety and health, the proposals now before us do not provide for penalty nor do they provide an incentive for youth camp facility owners/operators to comply with promulgated standards or the general duty provision. While the Council recognizes the fact that some youth camps are owned and operated by nonprofit organizations, still there should be a provision for some kind of incentive that would encourage youth camp owners/operators to comply with the promulgated standards and the general duty provision before as well as after an inspection. To this end the Council recommends that consideration be given to an incentive provision or a provision that will enable a civil penalty in the event of noncompliance.

The owners/operators of youth camp facilities should have the opportunity to contest the order or a penalty or both via a hearing within a reasonable time after receipt of the order or penalty. In addition, the owners/operators should also have the opportunity to obtain a judicial review or an order or a penalty or both.

Where there is imminent danger arising out of an identified hazard within the youth camp facility, there should be some mechanism available to deal with such an emergency situation. One alternative would be to seek relief in the courts as described in the Occupational Safety and Health Act of 1970. Such relief may be in the form of a court order prohibiting the use of or presence of any individual in locations where such imminent danger exists except for those individuals whose presence is necessary to eliminate such imminent danger.

ADVISORY COUNCIL

The National Safety Council applauds the highly commendable emphasis on the use of an advisory council to consult on policy matters relating to youth camp safety. The Council likewise commends the provision that enables the Secretary of HEW to appoint special advisory and technical experts and consultants as may be necessary to carry out the purpose of the legislation. The National Safety Council and other organizations with a reputable competence and interest in safety and health will want to contribute to the success of the projected youth camp safety program.

FUNDING

A word on funding and this is always a critical matter. While realizing that appropriating sufficient funds for the proposed legislation now under consideration is not a function of this committee, the National Safety Council has repeatedly observed the unfortunate fact that failure adequately to finance safety legislation is raising serious questions of public confidence in the Congress as related to its desire to improve the programs involved.

If the Congress declares that Federal presence is needed to improve safety programing, such as is contemplated by the proposals now under consideration, and then fails to follow through with sufficient resources to sustain confidence in what has been enabled, it makes it increasingly difficult to attract the kinds of cooperation that many must provide if success is to be assured.

To this end, the council urges adequate funding year-in and year-out to achieve the purpose of the proposed legislation.

CONCLUSION

The National Safety Council is convinced that, at best, neither traffic safety nor occupational safety nor product safety nor youth camp safety nor any other kind of safety is going to be handed to the American public by legislative enactment or administrative decree. Still, Federal presence in safety can bring about changes in specific areas of need, especially in motivating the States to assume their full responsibilities with regard to youth camp safety and health, that would be slow and difficult, if not impossible, to achieve by the forces of the voluntary safety movement alone.

In conclusion, the council is likewise convinced that a properly conceived Federal presence in youth camp safety, given the direction as prescribed in this testimony, would be constructive and useful for improving safety and health performance in youth camps.

Mr. Chairman, these remarks, plus the appendix, represent the sum total of our testimony. If you have any questions, the three of us will try our best to answer them.

(Appendix follows:)

APPENDIX

This appendix was referenced in the National Safety Council's statement on Youth Camp Safety for the House Select Sub-committee on Labor, and is to be considered part of the record. The appendix presents a description of an accident data system.

In our search for ways to obtain specific accident data for a segment of the total accident problem, such as may be found in youth camps, we have concluded that retrospective accident reports (reports of previous accidents) generally do not yield the kinds of information needed for adequate measurement and assessment of that safety problem nor do they yield sufficient information to determine cause of specific accidents. The Council has concluded that more useful data can be generated from future accident reports where the reported information can be specifically structured to satisfy established requirements. This does not mean that accident data now on hand may not contain some useful information, but in general such data lacks the details needed to mount an effective major accident prevention campaign.

The National Safety Council believes the ultimate objective of an accident data system is to prevent accidents. The sub-objectives of such a system are:

1. To establish priorities for *preventive* action.
2. To provide information to determine *true cause* so that *preventive* action will be effective.

The National Safety Council believes that an accident data system should accomplish these goals:

(a) To establish as quickly as possible those activities associated with high severity accidents;

(b) To establish over a period of time those activities that produce a significantly high number or high rate of moderate and low severity accidents;

(c) To maintain early surveillance of new activities relative to the frequency and severity of accident occurrence;

(d) To identify priorities based on frequency and severity considerations to maximize benefits;

(e) To indicate countermeasures that will eliminate or minimize cause of the accident; and

(f) To evaluate the effectiveness of countermeasures implemented.

The National Safety Council now has in place an accident data system that satisfies the above criteria. Basically, the system is designed to obtain two levels of data: (1) basic data; and (2) supplemental data.

Basic data are designed to provide general statistics on a representative sample of accidents in order to give the overall picture of the accident experience, to establish relationships between accidents and accident exposure (i.e., provide for frequency and severity rates), and to show trends in accident experience. Such data can quickly reveal the high frequency and high severity accident occurrences and relate them to specific activities that are normal to youth camps. Further, the gathering of basic data over time will aid in further identifying priorities where frequency and severity rates are lower and enables a measurement to assess the effectiveness of the countermeasures that have been implemented.

This information can be used to alert youth camp operators and others concerned to specific accident problems so that immediate action, even if only interim, can be taken. Such information will also be a useful guide from which to create specific supplemental reports that will be used to obtain accident details about specific youth camp activities.

Supplemental data provide details concerning the circumstances surrounding the accidents. Such data will provide essential information for developing specific countermeasures by revealing the likely cause of the accidents.

This bi-level data collection system eliminates the need for collecting detailed information on *every* accident. Such a practice is not only overburdening to those who are asked to provide data, but it also is quite likely to lead to misuse or nonuse of accident reports. Due to the variable nature of youth camp accidents, a single report would be so long and complex that it probably would not be used at all. This bi-level system, accomplished with a sampling of accidents and with a number of simple, yet detailed report forms for specific kinds of accidents, would provide precise and specific data without creating unnecessary burdens on those supplying the information or for those collecting the information.

This bi-level system is not partially operational in both the farm and traffic safety fields, where the concept has been accepted enthusiastically by those individuals responsible for accident data collection.

The system described thus far has been concerned with *collecting* the kinds of data necessary to arrive at effective solutions. Of equal importance is the *analysis* of such data.

Because ordinary methods of analysis of data are time-consuming and complex, complete information has not always been searched out, and the cause-effect relationships have not always been clearly seen. To overcome this deficiency the National Safety Council has also developed a method for analyzing such data which can reveal many facts useful for more accurately determining the most effective countermeasures.

Using the capabilities of our electronic data processing facility, the program permits an investigator to probe the data in depth and thus obtain maximum information from it. The program is designed so that relatively detailed questions can be asked and the EDP facility will provide not only a response, but also an evaluation of the response in terms of its significance. If the response to a question indicates a possible relationship with other factors, the complexity or detail of the question can be increased and the data probed to a deeper level.

We have attempted to describe one accident data system which the Council believes can provide the necessary information to more closely identify the youth camp accident problem, to determine causes of accidents occurring in youth camps, and to develop an effective long-range program for youth camp safety. Undoubtedly there are other accident data systems which will provide the information that will be responsive to the objectives and goals cited above. Such systems should be explored to determine their feasibility to improve youth camp safety.

Mr. DANIELS. First, in behalf of the entire committee I would like to thank you for your very excellent and informative statement.

It is well known that each year many boys and girls suffer serious injury or illness at camps. Of course, I don't know of any requirement in the law nationally that imposes a duty upon any camp owner or operator to report the accident or illness to any central bureau, but I think that is one of the things that is seriously lacking in the law. Because of that fact I think you should have legislation on this subject matter.

Now I have noted very carefully and listened very carefully to what you had to say and your recommendations on this legislation run in many respects almost parallel to the recent occupational health and safety bill that was passed by Congress last year.

You did endorse last year's Occupational Health and Safety Act that was passed by Congress. Don't you feel that we have the same degree of responsibility with respect to children who attend our camps?

Mr. PYLE. Absolutely and I am sorry if I left the impression we didn't think you should move immediately to act on whatever data is available. We simply want to establish the fact that the data is thin and until you get it in depth with sufficient relationship to all of the variables involved, it is hard to program the full-scale program which you contemplate. We are asking you to act, not to defer action—but also to realize that with better data the action will be improved.

Mr. DANIELS. In view of your past experience and as president of the National Safety Council, can you give this committee any idea on where such data might be obtained as to injury and health suffered at summer camps?

Mr. PYLE. There is a limited amount of information available. It is not available in depth. The American Camping Association, the Boy Scouts, U.S. Department of Agriculture have a certain amount of data and have established certain proprietary standards.

Mr. DANIELS. I appreciate that statement. If you made some attempt to impose penalties, what would you suggest as incentive for persons to comply with the law and observe the standards that must be established?

Mr. PYLE. May I suggest that Mr. Currie respond?

Mr. CURRIE. We asked ourselves the same question: What kind of incentive would be adequate to encourage compliance with the standards or with the general rules and provisions before, as well as after, the inspection?

Unfortunately we are unable to determine what kind of incentive would indeed do this. One of the incentives is a kind of a negative incentive, which is the provision for a penalty.

We simply were unable to determine what kind of positive incentive might do the job.

Mr. DANIELS. Well, if we were to provide a penalty as we did in this Occupational Health and Safety Act of 1970, do you feel that this would generate too much opposition to this legislation by the people that support camp legislation?

Mr. PYLE. Well, you are probably right, but then what do we undertake in this life of disorder that does not generate a certain amount of opposition? You have a mission to perform here and I would certainly think if you have a camp situation which is, by virtue of the data

collected, an unsafe situation and you decided to close the camp down, that certainly would, I think, bring the kind of results you anticipate here.

It just follows as day follows night that if you don't have some kind of provision for either penalties or incentives, you are going to have a lackadaisical result. So I think we have to apply ourselves to that task and find out what is the best program approach.

Perhaps others who testify will have a suggestion on the subject. We just don't see how you can expect to legislate this program without any kind of inducement for getting action on it. People will politely ignore it.

Mr. DANIELS. What is your opinion with respect to imposing a general duty, as was incorporated in the 1970 Occupational Health and Safety Act?

Mr. PYLE. Mr. Chairman, we were the principal advocates of the "general duty" clause in that act. Our thinking is, as a matter of principle, that if you are going to undertake to do a job like this, you simply have to reckon with the fact that you and I will never live long enough to see standards promulgated to cover all the hazards involved.

That is a boundless task. If you don't apply a "general duty" clause establishing a principle of providing a safe environment, you are simply resting your case entirely on the promulgation of standards which will probably never be a complete thing in itself. We certainly don't see anything wrong in this case, any more than we did with the Occupational Health and Safety Act in establishing a national policy requiring a safe camp environment.

To the degree you establish guidelines by way of standards it makes it easier, but to walk away from a "general duty" concept is to leave unattended large areas that you will have no other way to get at.

Mr. DANIELS. But the language with reference to general duty in the 1970 Occupational Health and Safety Act, does it meet with your satisfaction and approval?

Mr. PYLE. It does.

Mr. DANIELS. And a similar provision in this legislation would likewise meet your approval?

Mr. PYLE. Yes, Mr. Chairman, this is what we had in mind here.

Mr. DANIELS. I don't want to utilize all of the time and I would now like to recognize the distinguished members of the committee, first, our ranking minority member, Mr. Esch.

Mr. ESCH. Thank you very much, Mr. Chairman.

Mr. Pyle, we are always pleased to have you here. It seems we see you continually, at least over the last few years, and I think it reflects the degree of expertise which your organization provides to the Congress and to the country and the credibility which you have established with us.

I am pleased to welcome you here today.

Mr. PYLE. Thank you.

Mr. ESCH. At the outset of these hearings, I think it is very good to have your testimony because it puts in perspective some of the basic problems the committee faces. I believe there is no one on the committee that would be against camp safety.

It would be a little bit like being against motherhood or waste of money.

Without belittling the seriousness of the problem, it is a problem which deserves special consideration since it is so diversified from the standpoint of the safety conditions that exist throughout the country, making it very difficult, as your testimony suggests, to clearly delineate the variables involved within the problem.

As you know from the history, this committee feels strongly that the proper way to have proceeded in the previous years was to make a study to determine those variables but this approach was stymied by the full House last year.

Your testimony seems to indicate that whether or not we go the route of the bills before us today, one important component would be time to make a full determination of the variables involved prior to any massive development of standards, is that right?

Mr. PYLE. You remember the previous legislation addressed itself only to the matter of a survey and it didn't suggest we proceed to go the standards route. We would like the record to show we are definitely in favor of action now, and we think that action now will produce the data we need and the standards will follow progressively as you grow in knowledge of what you are trying to do.

We are not asking you to hold up on an attempt to develop a program simply because, as we are freely saying here, there is not adequate data for a total program.

Mr. ESCH. But you would agree that reason would dictate in terms of the order to be followed. You seem to be suggesting in the order of function that you would first go out and attempt to determine the data available. Am I correct that your organization does not have specific statistical data regarding this area? Have you compiled it?

Mr. PYLE. Not specific enough to satisfy all of the ramifications of what you need.

Mr. ESCH. Do you have specific testimony as to the extent of this problem. We have yet to receive testimony and I am sure during the course of the hearing we will hear testimony on the extent of this problem. Do you have statistics you could compile?

Mr. PYLE. I think the chairman has done a good job of summarizing in his opening statement, of summarizing the data available. We have to speak in general terms because we do not know enough about specifics.

Mr. ESCH. We do not know how many people were severely injured or have severe illness?

Mr. PYLE. No; but it is fair to take the figures the chairman has used and accept them as a fairly good statement of the case. We are not talking about being specific; that is pretty difficult to do at this juncture.

Mr. ESCH. Our problem has been that both the Council and Chairman have sought out specific statistics and as yet have not found such specifics as to the number of young persons, for example, that were injured in a given year.

Mr. PYLE. It is probably not overwhelming in the sense that traffic and other things are creating a lot of havoc, but at the same time we know there is a problem here.

Mr. ESCH. Just two or three other specific questions because I want to yield a little time to other members of the committee. From the standpoint of promulgation of standards, would you not concur as your testimony implies, that we need to use those standards which

are now existing by various camping organizations and groups—which have done a great deal of work in this area—and we need to fully utilize their expertise? Is that a point you make?

Mr. PYLE. Right. We doubt there are very many consensus standards available, but to the extent they are available, they should be promulgated immediately without a hearing. It is not necessary to have a hearing there. Those proprietary standards and other standards that may be around, and we think there are some very effective ones—they should be submitted to this process just for the sake of clearance and then promulgated and then get on with the work.

We think there is enough to be done here that could be done.

Mr. ESCH. Another question, you mentioned the problem of incentives. There has been a suggestion made that perhaps there should be some type of certification program enacted in the interim time for those camps which immediately complied with it. You could comment now, or perhaps you would prefer to refer back to us informally with regard to your views on the possibility of a certification program for those camps which meet the standards and perhaps a certification to come on an annual basis as a means of identification and initiative.

Would you want to comment now?

Mr. PYLE. Let us comment briefly now.

Mr. CURRIE. This was one of the alternatives when we looked at the incentive, what we call "certification or licensing of youth camps." If it were done for the youth camp season, and I presume most are seasonal, and you had a significant change in condition that created a high level of risk in the middle of the season, what can you do about it? This is one of the problems that exist with the certification scheme.

So we kind of cast that out as being at least second-best.

Mr. ESCH. Well, I guess my concern is that we can't do anything about young men on a camping trip in mid-season and surely we are never going to have enough inspectors to go out and inspect every camper on a camping trip in national parks throughout the summer.

What the thrust of the legislation, as I understand it, would be is first of all to educate the various campers; and, second, give them some incentive, as you suggested, in terms of what are the variables involved in camp safety. Other than that, we are not going to be able, because of the very nature of the camping function, to identify and to stop all camp accidents or illnesses. But to the degree to which we can educate and set some standards throughout the country which will serve as a basis for future action and future attitude, if you will, on the part of both the camper and the owners of the camp, I would think that that should be our mission.

You know, I would reject categorically, what may happen in mid-season—if you have a specific standard, a child may be still injured or you may have a death. Surely if we initiate the most rigid standards within the next year, there will continue to be deaths.

Mr. PYLE. I would like to say this. The National Park Service currently works with us very closely in the development of a way for the Park Service to deal with the physical type thing, or things that can be rectified that are currently to be considered as hazard potentials. I would think those of you working on this by way of your staff would find it helpful to communicate with the safety director of the Park Service to see what they are doing.

Mr. ESCH. We appreciate your testimony.

Thank you very much, Mr. Chairman.

Mr. DANIELS. I recognize the gentleman from New Jersey, Mr. Forsythe.

Mr. FORSYTHE. No questions.

Mr. DANIELS. The gentleman from New York, Mr. Peyser.

Mr. PEYSER. No. I thank the gentleman for his testimony. I find it very interesting.

Mr. DANIELS. The gentleman from the State of Washington, Mr. Meeds.

Mr. MEEDS. No questions. Thank you.

Mr. DANIELS. The gentleman from California.

Mr. VEYSEY. Just briefly.

Thank you, Mr. Pyle, I do appreciate your coming here. I think your organization has by far the best overall perspective of the hazard areas in the safety picture and I think it is valuable testimony to have.

I wonder, can you give me any idea, whether, as your organization sees it, a child is safer to go to a youth camp for a few weeks, in the summer, or is he safer to be at home on the street or in school or whatever the alternative is?

In other words, are we looking really at an increased hazard situation or a decreased hazard situation?

Mr. PYLE. Under the proper supervision and in a camp environment that has been reasonably well policed against hazards the child will probably be safer in camp than he would be at home, because so much of the time at home he is subjected to the hazards of automobile traffic, and playing in city streets, and a certain amount of unsupervised neighborhood play. But if you have a camp operating properly and set up properly, it is their business to take the child and do a job with him without hurting him.

Mr. VEYSEY. You are speaking to the situation of the best types of camps?

Mr. PYLES. Yes.

Mr. VEYSEY. But on the average, would it generally be true, that he would probably be safer at camp?

Mr. PYLE. That would be an iffy question, but under the optimum arrangement he would be better off in camp than in most neighborhood playgrounds.

Mr. VEYSEY. Let me give you a third choice which might be equally iffy. That is, what is the relative hazard—if he goes camping informally with his parents, not an organized camp or anything of that sort, how does it rate on the scale?

Mr. PYLE. Certainly mothers and fathers have an almost instinctive passion for attending to youngsters from the standpoint of water when he is not able to swim or swim well enough, climbing of mountains, et cetera. Any father or mother who is going to take a child into that kind of environment must, if they have any conscience at all respect the hazards involved.

The only thing you can say as a definite conclusion is that the organized camp, which has the optimum setup which you envision providing, is going to be safer than perhaps any other environment in which the youngster could operate.

Mr. VEYSEY. We are hoping by this legislation to get all of the camps up to the optimum standards or somewhere near it, I assume,

without merely increasing their cost of operation or the administrative difficulty, and that is a factor I suppose, but I don't know, well, if standards would require more elaborate staffing patterns or first aid facilities and all of that, that it might increase costs and I have not heard it mentioned. But would it be a significant factor?

Mr. PYLE. I would say that probably the majority of the problems you would have would be environmental problems and then the next level is supervisory problems, and whether the staff is sufficient to be on the alert for failure. And I imagine when you get into a study of the camps, you will find they are already addressing themselves to this because the Boy Scout people and Girl Scout people, I know, and other folks in that category make a fetish of trying to protect the youngster from untoward or unnecessary trouble, so actually maybe you are directing yourselves more to the physical environment of the camps than to anything else.

It is inconceivable unless it is a real jackleg operation, that camps would operate without attention to this. And if they didn't, they wouldn't operate very long. There is a job to be done and I am glad to see the committee is attending to it.

Mr. VEYSEY. Thank you for that observation, Mr. Pyle.

Mr. DANIELS. Mr. Pyle, I have a question or two.

In connection with your preparing to testify at this hearing did you examine H.R. 1264, which I introduced on this subject?

Mr. PYLE. Mr. Currie.

Mr. CURRIE. Yes, sir, we looked at your bill in preparing this statement.

Mr. DANIELS. Your statement fails to indicate your position on my bill. Do you approve or disapprove of it, and if you do disapprove, in what respects?

Mr. PYLE. Mr. Chairman, we rarely take a position with respect to a specific bill. We regard our expertise as essentially one confined to the state of the art in safety. On administrative details and many of the ramifications of legislation we do not profess a special area of competence.

So we rarely ever take a specific position on specific bills. We didn't in the case of the Occupational Safety and Health Act, as you may recall, and we make it generally a policy to leave that choice to those of you who are debating the totality of the bill rather than just the safety.

Mr. DANIELS. Do you endorse the principal philosophy involved?

Mr. PYLE. We do indeed. I think, as I say in the second or third paragraph of my testimony, that "not enough has been done for youth camp safety and health."

Mr. DANIELS. Thank you.

Mr. PYLE. We endorse what you are trying to do. We think it is laudable. Thank you very much.

Mr. DANIELS. Thank you.

Now it is my pleasure to call upon a distinguished member of this committee, a Representative from the 25th District from the State of New York, Hon. Peter A. Peyser, to testify.

STATEMENT OF HON. PETER A. PEYSER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. PEYSER. Mr. Chairman, I thank you very much for this opportunity to appear before you and my fellow members of this committee. I particularly want to thank you, Mr. Chairman, for the good leadership you have shown over the past several years in this area because I think this is a very important area that has been neglected by the Congress for too long.

Mr. DANIELS. Thank you for your kind words.

Mr. PEYSER. I have a long exposure to some of the problems in camp safety and have been long concerned about the absence of any camp safety regulations.

When I was 13 years old and away at camp, I had the unhappy experience of being with a young counselor who was killed standing right next to me in an accident that never should have taken place. I can tell you, that this kind of experience certainly makes a mark that is not a pleasant one and one that a young person would long remember.

I am a strong supporter of camps. And I have had four of my five children away at camp and my youngest has not yet been away at camp, but I support camping and I think it is important we recognize the type of legislation we are considering is not going to hurt the camp that is well run and observing the rules of safety.

However, there are a great many camps, some which may by default just not pay attention to the basic rules of safety.

I think two of the primary areas where this happens is the area of waterfront activities, swimming activity, and in transportation within the camps.

In regard to transportation within camps, I have observed on a number of occasions a situation where a group of young people are to be at a certain spot in the camp and one of the young counselors, who may have a junior driver's license at the age of 17, will hop into a truck and take off with a dozen kids, driving across a poor terrain and take them to where they are supposed to be going.

I think this type of thing produces the completely uncalled for accidents that happen in camps. If you look through any camping season or talk to people involved in camping, you seem to find each year some kids who fall off of trucks. I mean this is a ridiculous kind of accident to have happen. It has happened because they sit on back of trucks and ride over bumpy terrain and bounce off.

I think there is a great area here for us to move in and really produce legislation that is going to save children from needless accidents such as these and also save their lives.

I have experienced this next experience in camp just within the last couple of years. Many camps have rifle ranges and I have long been active in the military service, having had 3½ years in the Army during World War II and 11 years in the National Guard, in the infantry, all dealing in training of men on the rifle ranges.

We would, as a practice in the U.S. Army, no more expose the men who we were training to the hazards I have seen perpetrated on rifle ranges at camps, where the most basic elementary kinds of safety provisions are just ignored, and I think they are ignored because I don't think the camps really know about them. I don't think they know how to run, in many areas, a rifle range. They think all you need is a .22 rifle and line the kids up and start shooting.

Mr. DANIELS. What you are saying is that they ought to hire personnel that are trained.

Mr. PEYSER. That is right. They should hire people who can shoot a rifle and the shooting of a rifle requires having to train a person how to run a rifle range, and this is everything from keeping the bolt open when you go forward to examine the target, stepping away from the rifle, and these are things we make the men do in the Army and yet if you go to a number of camps on the rifle ranges with the children you will see absolutely none of this.

So once again I only point these things out to try to emphasize the great need that exists for this type of legislation.

Now, in my own State of New York we have an active program of inspection. There are a thousand camps in the State of New York. There are 800 of what we would call overnight-type camps and 200 day camps. We do have periodic inspections, but those inspections are only aimed at the food-handling, sanitary waste procedures, which are important, but they don't get into things such as the ages of counselors who are qualified to do certain types of jobs, the overall qualifications of these personnel.

Yet the cost of these limited inspections in the State of New York was $98,000 last year.

Mr. DANIELS. Does New York require a license to run camps?

Mr. PEYSER. No, but we require controls in certain areas. For instance, you need a certificate in your food-handling area, and inspections are done at the county level in the State of New York and it is not as though the State has inspectors that go out, but the county does it and the State pays the county for this inspection service.

Typically they will examine a camp twice a season. Their aim is to make two inspections a season on the camp, but all they are inspecting are the kitchen and sanitary procedures and that is all. But at least they are doing that, which is an important area, but I don't think it gets to one of the large areas that we are talking about here.

Now, I think there is one other thing we should consider in this camp safety question, and that deals with what the Governor was saying before, this thing of an incentive. The pamphlets that go out from camps soliciting the camper are, in many cases, very misleading and many times parents cannot go to camps to visit them beforehand.

If a camp, say, is in New Hampshire and you live in New York or someplace else, you can't get up there before the camping season and you read the pamphlet and then find out as happens many times that the pamphlet is vastly different from the facts when you arrive there.

Therefore, I think we develop a way that something, similar perhaps to the Good Housekeeping Seal, that when a camp has passed or qualified, with the pamphlet saying "This organization has qualified for safety approval."

I think this would be an important step, because the big question that parents ask is: "Is the camp safe and the supervision good?" The only thing that parents know about a camp is either from a pamphlet or an ad they read in the newspapers. This does not provide an adequate description for parents. This legislation could be very helpful in this area.

I intend to work on the development of this legislation because I think it is of great importance. I have been very disappointed that neither this Congress nor the past Congresses have acted in an area that affects the safety of so many young people in our country.

I hope that with your leadership we can achieve the goal of insuring the safety of our children.

Mr. DANIELS. Thank you, Mr. Peyser, and thank you very much for a very fine statement. I have no questions.

I will ask my colleagues, do you have any questions?

Mr. ESCH. No questions.

Mr. DANIELS. Mr. Forsythe.

Mr. FORSYTHE. Just one, Mr. Chairman. As you say, the inspection in New York is largely limited to the sanitary end and I suspect this is largely true today where inspection does exist. Would you feel that the legislation we are considering here should encompass that or it should be totally to the other areas which you refer to?

Mr. PEYSER. No. I would suggest that we would cover that area as well, because there are many States which do not even have standards for sanitation and food facilities. The Congress could set basic minimum standards but if the States want to set up more stringent regulations within them, that would be reinforcing the intent of the camp safety regulations.

Mr. ESCH. Thank you, Mr. Chairman. No further questions.

Mr. DANIELS. The gentleman from California, any questions?

Mr. VEYSEY. Thank you, Mr. Chairman.

One question, Mr. Peyser. Your concept of a seal of approval which could be sent out with the advertising of the camp is an interesting one. I can see how that would be very useful with respect to physical arrangements of the camp, which would be on-going from year to year but I suppose the solicitation of patrons of the camp takes place in the spring of the year or before the camp is actually in operation and staffed, how could you thereby contemplate whatever the staffing pattern turns out to be?

Mr. PEYSER. This would be similar to many organizations that use the seal of approval. For example, the 1971 seal of approval for a camp would mean that the camp qualified in 1971. If its performance was below standard for the seal then it would lose the seal. But, under no circumstances could the camp's performance fall below federal requirements. Such a seal would be a valued thing, camps would strive to attain it. I think you would find it a very competitive item for the many camps not having it. And in time it would prove to be a very essential thing. But it would always be based on the prior year.

Mr. VEYSEY. I think that is a very important concept. Thank you.

Mr. FORSYTHE. May I follow that up?

Mr. DANIELS. Yes, Mr. Forsythe.

Mr. FORSYTHE. In that same line, Mr. Peyser, you would then permit camps who could not qualify to operate?

Mr. PEYSER. Yes; unless legislation was made that prevented them from operating. A camp could still operate even if it didn't have the seal of safety, as long as it met the requirements of the Secretary of HEW or the States' requirements, but public reaction would probably limit the number of children attending.

In other words, parents, interested in the safety of their children would ask, "Why should I send my child to a camp that does not have the seal of approval from the Government?"

Mr. FORSYTHE. It appears to me this might create difficulty in terms of getting even a minimum level of safety, which I think we should be concerned about in all camps.

Mr. PEYSER. I don't understand. Why would it create a problem?

Mr. FORSYTHE. Well, if you are going to permit those who do not meet the minimum standards to continue to operate, we would have a problem.

Mr. PEYSER. I would hope, if there are camps that do not qualify for the minimum regulations we set up, then we would have a way of closing them down.

Mr. FORSYTHE. Then, that takes away from your seal of approval as having a competitive significance.

Mr. PEYSER. Not at all. If a camp was not good enough to receive the seal of approval the public should know. But, at the same time a camp not receiving the seal could still remain open as long as it meets the State and Federal safety requirements.

Mr. FORSYTHE. I think it is valuable to have this exchange as to where it may initially have the effect by not being able to completely meet the standards.

Mr. DANIELS. Thank you, Congressman Peyser.

Mr. PEYSER. Thank you, Mr. Chairman.

Mr. DANIELS. We will call as our next witness Dr. Thomas Stein, representing the National Easter Seal Society for Crippled Children and Adults.

Dr. Stein, your statement is not too long. You may, if you wish, offer the statement to be incorporated in the record and you may summarize your views so it will afford more opportunity to ask you questions, which might be more helpful to the committee. However, you may proceed in any manner you desire and if you want to read your statement, it is up to you.

STATEMENT OF THOMAS A. STEIN, NATIONAL EASTER SEAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS; ACCOMPANIED BY MISS JAYNE SHOVER, ACTING EXECUTIVE DIRECTOR

Mr. ESCH. I move, Mr. Chairman, the statement be inserted in the record at this point.

Mr. DANIELS. If there is no objection, your entire statement will be incorporated in the record at this point.

Dr. STEIN. Thank you.

(Statement follows:)

STATEMENT OF THOMAS A. STEIN, PH. D. FOR THE NATIONAL EASTER SEAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS

My name is Thomas A. Stein, Associate Professor in the School of Education at the University of North Carolina. It is a privilege to appear before you representing the National Easter Seal Society for Crippled Children and Adults in support of H.R. 1264.

Before discussing the vital importance and need for federal safety standards in youth camps, I should like to mention my association with the field of camping and with the Easter Seal Society. I am intimately acquainted with camping since my Ph. D. thesis was based upon camping experiences of physically handicapped children in the first Easter Seal Society residential camp which was established in 1938. I later served as director of the Easter Seal Society's program to eliminate architectural barriers for the handicapped. Our program included the development of the American Standard Association's specifications for making buildings and facilities accessible to and useable by physically handicapped and elderly persons. Architectural design for camps, as it relates to safety, is therefore quite familiar to me. Currently, I serve as a member of the House of Delegates

of both the National Easter Seal Society and the State Easter Seal Society of North Carolina.

EASTER SEALS CONCERN WITH PREVENTING ACCIDENTS

Founded 51 years ago, the National Easter Seal Society is our nation's largest and oldest voluntary health organization serving the physically handicapped through a variety of programs in physical restoration, special education, vocational rehabilitation, and recreation. Thirty-two residential camps are owned and operated by Easter Seal Societies. Arrangements are made with additional facilities for short-term camping. In 1970, 8,556 handicapped persons, predominantly children, were served in Easter Seal residential camps. An additional 2,296 children were served in day camps. Through a nationwide network of rehabilitation facilities and services, our affiliated Societies serve a quarter million physically handicapped children and adults annually. We are therefore aware of the waste in human resources and the needless toll paid in human suffering caused by accidents. Many of our campers come to our facilities because they have incurred traumatic injuries resulting in permanent disabling conditions.

IMPORTANCE AND NEED FOR FEDERAL STANDARDS

Last year, Congress took positive steps and expressed its concern for the health and safety of working men and women by its passage of the Occupational Health and Safety Act. It is heartening to note that the proposed legislation is an extension of that same concern for assuring safe and healthful conditions in the estimated 11,000 day and residential camps which offer unique outdoor experiences to millions of children.

The need for federal intervention is long overdue. Not all states have comprehensive safety and health laws applicable to camps. Some states that have enacted legislation lack the financial means to adequately administer and enforce safety provisions. For various reasons many states have not been aware of the need for legislation, or they have not been successful in enacting legislation.

A few days ago, for example, I read a news item on the camp situation in a midwest state which has 235 known summer camps. A bill introduced at the request of the health department to establish a licensing and inspection system failed to pass. This state health department visits camps on the basis of complaints and inspects an additional 20 percent of known camps each year. Furthermore, this particular health department's involvement is restricted to only very basic health and safety matters. It is powerless to correct many deficiencies which are not included in the present health laws. The proposed legislation would offer encouragement through grant funds to states for developing, administering, and enforcing more comprehensive safety standards.

Professional organizations concerned with camping have established standards to help redress inadequate and frequently hazardous health and safety conditions. Standards set by the American Camping Association cover qualifications for administration, program, personnel, site, facilities and equipment, health, safety, sanitation, and transportation. Because the Easter Seal Society has always been concerned with high quality program as well as with health and safety, it also has developed standards for its residential camps. These standards concentrate on the special considerations in a camping program serving physically handicapped individuals, and are intended as a supplement to the generic standards of the American Camping Association. However, substantial numbers of camps throughout the country operate outside the jurisdiction of national organizations with high quality camp standards. Moreover, the standards of these national organizations are accepted by their memberships on a voluntary basis. The standards do not have the force of law.

Among those involved in camping and particularly camping for handicapped children there is a growing concern, and even alarm, regarding the organization, safety, and health in many camps. Well-meaning but inadequately informed individuals and organizations too frequently gather a group of youngsters in an outdoor setting and proceed to "camp." Instead of providing the camper with the rich pleasures and educational opportunities that should be inherent in camping, some experiences in camp range from merely poor to patently hazardous.

It is significant that there are no reliable statistics available either from private, professional or government agencies on the actual numbers of camps, children served, and accidents and deaths that occur in resident, travel, and day camps each year. We hear of isolated incidents of injuries and fatalities but only when

they are of a dramatic nature such as a child who has drowned in a canoeing accident, a child that has suffered the loss of an eye on the archery range, or a fatality resulting from a fall from a precarious cliff.

Although it seems common sense that parents would investigate summer camps closely before sending their children to one, parents rarely do so. In selecting a camp, parents rarely visit the site as it is usually miles from home and not in operation at the time the application is made. Parents frequently rely instead on picturesque brochures portraying idealized rustic settings. Not always do they think of questioning such factors as qualified personnel and health and safety standards. Many assume that camps are subject to strict and complete regulation by the state that would insure that children are protected at all times in all aspects of their camping. Unfortunately, this is not the case.

SUGGESTED CHANGES

The National Easter Seal Society is in agreement with the provisions of the bill. For the first time a bill asserts a federal policy on camp safety, establishes standards, encourages states through substantial grants, to take the initiative and provides a system for enforcement. It permits flexibility by states in establishing standards that are even higher than those required under the proposed law.

We would like to suggest that Section 4 be reworded as follows:

"In developing such standards the Secretary shall consult with state officials and with representatives of appropriate public and private organizations *including those serving the handicapped*, and shall consider existing state regulations and standards developed by private organizations *including those serving the handicapped* which are applicable to youth camp safety."

As an added impetus to assure continuous and vigorous application of standards, it is also suggested that state advisory boards, similar in composition to that recommended for the Advisory Council on Youth Camp Safety, be established.

We recognize that this legislation itself will not eliminate accidents. But it will go far in making camp operators and parents more alert to dangerous conditions. We know that accidents don't just happen. They are a result of human factors or conditions in the environment. Accident safety programs to educate the public in general are needed to supplement any legislation on safety.

We want to express our appreciation to Congressman Daniels and the Committee for inviting us to appear before you. We are most gratified with your efforts to help enact a federal safety and health law for camps and urge the Committee's favorable consideration.

BIOGRAPHICAL DATA—THOMAS A. STEIN, PH. D.

Name: Stein, Thomas A., Ph. D.; Born: April 10, 1924, Chicago, Ill.; Address:, 111 Pettigrew Building, School of Education, University of North Carolina, Chapel Nill, N.C. 27514.

Education: University of Wisconsin, Ph. D., 1962, University of Wisconsin, M.S., 1959, Michigan State University, B.S., 1948.

Professional Experience: Present employment—Associate Professor, School of Education, University of North Carolina since August, 1965; Director of Education, National Easter Seal Society for Crippled Children and Adults, April to August, 1965; Project Director, Nationwide Program on Architectural Barriers, National Easter Seal Society for Crippled Children and Adults, 1962–1965; Member, House of Delegates, National Easter Seal Society for Crippled Children and Adults; Chairman, House of Delegates, Easter Seal Society for Crippled Children and Adults of North Carolina; Member, Architectural Barriers Committee, Easter Seal Society for Crippled Children and Adults of North Carolina.

Honors: Past President, Phi Delta Kappa (Phi Chapter); Fellowship grant (2-year) for predoctoral research from the Office of Vocational Rehabilitation.

Member: National Recreation and Park Association; National Therapeutic Recreation Society; Society of Park and Recreation Education; Consultant to the Recreation Division, North Carolina Department of Local Affairs; Chairman, Subcommittee on Recreation and Transportation of Governor's Study Committee on Architectural Barriers; Chairman of Research Committee and Professional Development Committee of North Carolina Recreation and Park Society; and member of that organization's Board of Directors.

Publications: Laws Pertaining to Recreation in the State of Wisconsin—Based on the 1957 Wisconsin State Statutes, published by Wisconsin Dept. of Public Welfare, Division of Children and Youth, Madison (August, 1960); "Some Affective Outcomes Accompanying a Camping Experience for Physically Handi-

capped Adults," Rehabilitation Literature, National Society for Crippled Children and Adults, Inc., Chicago (July, 1963); "A Report of Progress in the Elimination of Architectural Barriers," Rehabilitation Literature, National Society for Crippled Children and Adults, Inc., Chicago (January, 1964); and "Environmental Barriers and North Carolina," North Carolina Recreation Review, March–April, 1967.

Dr. STEIN. I might point out philosophically how we in the National Easter Seal Society feel about camping. We consider recreation and the social development of young people as well as adults as being one of the more critical things we do, especially as it deals with people with physical disabilities, youngsters and adults, and also I might point out that it is extremely important for us not to be concerned only with the sheltered type of camping program which we do provide under our auspices, but we are interested in moving people with disabilities once they have gained the skills, both social and activity skills, into regular camping situations.

So, consequently we are concerned far beyond just sheltered camping for the physically disabled.

So this total concern here with youth camp safety is extremely important to us.

To anticipate perhaps a question that might come forth, I would like to make it clear that we, of the National Easter Seal Society, do support this bill.

Mr. DANIELS. Which one? There are five bills.

Dr. STEIN. Well, this particular bill, H.R. 1264.

I could bring into this discussion concerns that I have as a professional recreational educator. I have seen camps, for example, where an infirmary has been built and tied to a dining hall with a passage between. You can imagine the problems that would accrue there and no inspection taking place. This has been altered since then, but to allow this even to happen in the first place sounds ludicrous.

Another thought that I have is that, in the field of recreation, I think it is important that you define what you mean by "day camping," because we find many public recreation departments, municipal recreation departments having what I would refer to as a playground, summer playground program, and they are calling it a day camp.

I suspect that perhaps you should define the natural setting that should accompany this camp, because many of the day camps that are called day camps today are being conducted in a park or something of this nature. So I don't think that is the area that you are intending to be concerned with here.

Another thought I might present is that there is one confining aspect of this bill, and I am concerned in our field with another segment of our population who are now moving more and more into camping, into residential camping as well as day camping, and that is the aging.

Now I don't know of any legislation that would cover that particular group.

Mr. DANIELS. Do I understand you correctly, camping for the aging?

Dr. STEIN. Yes, sir. We are moving in that direction as well.

Mr. DANIELS. And is this on a seasonal basis or is it of an all-around year nature?

Dr. STEIN. At the moment where we are beginning to do this, we are taking a regular camping situation and devoting perhaps 2 weeks

or something of this nature to camping for older Americans. However, there are some discussions, and this is just beginning, of developing camps which will be designed specifically and programed for older Americans.

Mr. DANIELS. Can you give specifically any data as to where it has been instituted?

Dr. STEIN. We, in North Carolina, my home State, have begun to do this. We have day camping, for example, in Greensboro—and I mean day camping as I defined it, and in North Carolina the State Council on Aging, along with our particular program at the University of North Carolina, are developing some camping programs for older Americans.

We are seeing it in our State and I know it is happening elsewhere, although I can't identify specific ones. I believe Michigan is doing it.

Mr. DANIELS. In North Carolina, have you had recommendations made through the legislature of that State with regard to health and sanitation and conditions at camps?

Dr. STEIN. Not to my knowledge.

Mr. DANIELS. How good are your health and safety regulations in North Carolina?

Dr. STEIN. We have them, but they are very minimal. But I don't, as far as I know, believe they are enforced and this is a great problem. We ran into this problem, by the way, in another context when involved with the architectural building legislation.

You see, we have legislation all over the country, we have 44 States that have legislation of one type or another. The big problem is enforcement.

Mr. DANIELS. How much study have you given to camping safety?

Dr. STEIN. All right, I have talked, prior to coming here, we in North Carolina have a type of an organization, a State agency which would probably most logically be the one to carry out the tenets of this type of law at the State level. Not all States have this, but we have a division of recreation of our department of local affairs and they have a staff of some 12 professionals who would be the logical ones to carry forth any program of this nature.

Mr. DANIELS. In what department is the division of recreation?

Dr. STEIN. Department of local affairs of the State of North Carolina.

Mr. DANIELS. Located where?

Dr. STEIN. Raleigh.

Mr. DANIELS. Have you personally had experience in the regulation or the direct supervision of the camps?

Dr. STEIN. Yes; at least in working with physically disabled.

Mr. DANIELS. Do you feel that a person engaged in a more specific type of work should have the qualifications for that particular job?

Dr. STEIN. Yes, sir; I do, especially when it comes to these types of activities which have an element of danger to them.

For example, I cannot imagine any camp having a waterfront program without an individual who has a WSI, water safety instructorship, which means they have gone through the whole gamut of Red Cross training for this particular position.

I can't, I just couldn't imagine a lifeguard that could not swim or could not teach others.

As far as rifle ranges are concerned, I know that many camps have these. I have personal feelings about having that type of activity in a camping situation. I know we have them and I think again a great deal of effort should be made to be sure this individual not only knows how to fire a gun properly and to be safer himself, but how he can teach others to do this.

He must have this orientation in training.

Mr. DANIELS. Do you have anything additional to add?

Dr. STEIN. No.

Mr. DANIELS. Miss Shover, do you want to add anything?

Miss SHOVER In answer to your question about camping for the aging, Easter Seal's camps are outstanding and very beautiful facilities and are used very often by other organizations for a period of time In Kentucky our camp is used for children and adults and given to senior citizens groups for their use for several days during the summer.

In the State of Florida we conduct a camp for stroke patients and their families, which is a therapeutic camp, but it does provide a park environment in which we are able to achieve the goals of rehabilitation, which I think are sometimes more effectively accomplished than they are back in the communities.

Mr. DANIELS. You said "we provide a park" and what do you refer to?

Miss SHOVER. I am referring to camp settings characterized by a parklike or outdoor environment. I thought you would be interested in knowing that the Easter Seal Society for Crippled Children and Adults of which I am the acting executive director serves not only children but adults and older persons in camps, and uses its camp settings for both recreation and therapeutic purposes.

Mr. DANIELS. Thank you.

I will ask my distinguished colleague, Mr. Esch, if he has any questions.

Mr. ESCH. Thank you very much.

Dr. Stein, we are very pleased to have you here today, especially knowing of the very extensive, very aggressive, and very effective work of the Easter Seal Society throughout the years at a time when there were many lonely years for your organization. The Easter Seal Society has done excellent work and I just want to parenthetically compliment you, because we don't often have the opportunity to talk about your handicapped program as it relates to access to the building which we worked on this year. You have indicated there have been problems in terms of enforcement and in developing sufficient funds to carry out the program, and we hope to continue to work on this problem.

You indicated you already developed standards to use in your residential camps. Although Mr. Chairman, they need not be a part of the record, but perhaps you can submit it at a later time for the benefit of counsel and the committee, which I think would be fine, if you had those available.

Dr. STEIN. I might point out the standards are probably far above and beyond any standards that would be expected of camping in general, by the sheer nature of the type of participants we have.

Mr. DANIELS. Can you provide us with a copy of your standards?

Dr. STEIN. Yes; I believe they are undergoing change right now, am I correct?

Miss SHOVER. We have standards and are in process of developing new standards to be used in self-evaluation for all of our camps, and the Chicago Camping Association utilizes the ones we are developing for the camp for the handicapped and will be happy to send them.

Mr. DANIELS. Why don't you wait for it to be completed? When will it be?

Miss SHOVER. I think, Congressman, we will finish this summer and are in the process now with the planning teams and evaluation specialists on locations, site visits, and I will ask the camping specialist to get copies.

Mr. DANIELS. Fine. Thank you.

Without objection, it will be filed in the record.

(Camping standards follow:)

EASTER SEAL RESIDENTIAL CAMP STANDARDS FIELD TEST DOCUMENT (SUMMER 1971)

PREFACE

The following standards, the work of the Easter Seal Task Force on Residential Camps, were developed as a supplement to the American Camping Association Standards.

This document concentrates on the special considerations in a camping program serving handicapped individuals, and is not intended to duplicate the generic or core standards of ACA. With the intent of developing a supplement to the basic ACA standards, and having this supplement reflect the special needs of the handicapped in a camp program and setting, the field test of Easter Seal Standards was designed to test this document on Easter Seal Camps which have been accredited by the American Camping Association.

PREREQUISITES HEALTH STANDARDS

1. Is a physical examination and a medical history by a licensed physician required for all campers within 3 months before arrival at camp?

2. Is the physical condition of everyone screened immediately before departure or or upon arrival in camp by a licensed physician or registered nurse licensed in the state?

3. Between time of physical exam and camper arrival at camp, are methods devised to obtain in writing from a licensed physician any change in camper's medical status, i.e., restrictions, medication?

4. Does the camp comply with the following procedures?

a. A daily medical log is kept by the camp nurse in a bound book with numbered and lined pages.

(1) All visits and treatments are recorded.

(2) No line is skipped.

(3) All entries are written in ink.

b. The log is kept in a safe place and is open to inspection only by the physician and those persons specifically designated by the camp director.

c. All prescribed medications are administered as directed on a daily basis.

5. To provide medical service and health supervision, does the camp have in residence a licensed physician and/or registered nurse licensed in the State in which the camp is located?

SITE STANDARDS

1. Have all camp buildings and facilities used by campers been constructed or modified with regard to the elimination of architectural barriers as specified in American standard specifications for "Making Buildings and Facilities Accessible to, and Usable by, The Physically Handicapped"? (See appendix.)

2. Are handrails provided along passageways used by the campers?

3. Are windows in buildings used by campers, easy to work and at a level where campers can reach them?

4. Is there at least one emergency exit besides the main door in each building? This exit should be equipped with a ramp.

5. Are all door and window openings screened?
6. Do all doors open outward?
7. Is the infirmary housed away from activity areas?
8. Are the following included in the infirmary?
   a. A first-aid or dispensary area.
   b. A treatment area that affords maximum privacy.
   c. An isolation area having one bed per 20 campers.
   d. Bathroom facilities.
9. Is the infirmary accessible for emergency transportation?
10. Is a refrigerator supplied for the infirmary and, if medications and narcotics are stored in the refrigerator, is it kept locked?
11. Does the infirmary have a light remaining lit all night?
12. Are the nurse's living quarters attached to or a part of the infirmary?
13. Does the nurse's living quarters provide her with complete privacy?
14. If the camp program includes therapy, is space provided for the various services, such as physical therapy, occupational therapy and speech therapy, conducive to uninterrupted service?
15. Does the camp provide for housing of all physically handicapped at ground floor level?
16. Do cabins housing campers using wheelchairs and/or appliances provide:
   a. A minimum of 60 sq. ft. of floor space per person.
   b. 600 cubic ft. of air space for each occupant.
   c. Three feet between bedsides.
17. Are staff sections of living units partitioned off from the camper section, having separate lighting facilities, and preferably a separate exit?
   a. Each staff member should have an enclosed locker or closet space and shelf or bureau space, including at least one area that can be locked.
   b. There should be space in the section for a table or desk.
18. Are toilet facilities located within 200 feet of each major activity area, each service building and each residence unit?
19. Do toilet facilities provide one seat for every eight persons and one urinal for every 30 male occupants?
20. Are toilet areas well lighted, with one light remaining lit all night?
21. Does the camp provide a minimum of one shower for every 15 occupants?
22. Is there at least one bath tub in an enclosed area?
23. Is at least one toilet in each facility cubicled and with a door or curtain provided for privacy?
24. Are aids such as chairs on casters, stools and footrests, supports, nonslip mats, and flexible shower heads attached to hoses provided for showering?
25. Is hot water for daily use of all in camp provided at all times?
26. Does the camp provide a minimum of 20 square feet per person in each dining hall? If wheelchairs are used by campers, the area should be large enough to provide aisles between tables at least 5 feet wide.
27. Are there at least two outside ramped entrances to the facility that houses the dining hall?
28. Are dining dishes and utensils heavy enough and adapted as necessary to maximize the camper's ability to feed independently?
29. Does the camp provide private living facilities for the camp director and his family, administrative and special staff?
30. If a natural swimming area on a river is used, does the current flow no more than 2 miles per hour?
31. Are all hazardous bottom or water conditions such as drop-offs, rapids or submerged objects eliminated or managed for all natural swimming areas?
32. Are all swimming areas, whether pool or natural frontage, equipped with ramps or adapted as necessary for accessible entrance and exit?
33. Have life preservers used by campers with appliances or belted into wheelchairs been tested for buoyancy adequate to support the additional weight?
34. Is a dry, shaded place away from the water activity area provided for such items as braces, appliances and wheelchairs?
35. Does the pool or beach have, per nonswimmer, at least 30 square feet of water area three feet or less in depth for sitting and water play?
36. Is the depth of the swimming area no less than 36 inches at the minimum point?
37. If the swimming area is a pool, is it completely fenced?
38. If the natural swimming area is used, are methods devised for controlling camper access?

39. Are waterfront and pools equipped with several 10 foot reaching poles, and at least two 18-inch ring buoys with 50 feet of quarter inch rope handy near the deep swim area?

40. Is inhalator and resuscitation equipment provided in a place quickly accessible to the waterfront or pool?

ADMINISTRATION, HEALTH, AND SAFETY

1. Is accounting system maintained which provides a clear identification of the costs of service to clients, other expenses and sources of income?

a. Cost analysis for the last camping season is completed by January 1, and is available for public inspection or examination.

b. Fees charged are based upon cost analysis.

2. Does the camp use application/registration forms which include at least the following:

a. Identifying information

(1) Name of applicant.

(2) Sex.

(3) Weight.

(4) Age.

(5) Date of Birth.

(6) Address, telephone number.

(7) Name, address and telephone number during camp session of parents or guardian or other person to contact in case of emergency.

b. Personal data

(1) Names of parents or guardians.

(2) General functional mentality of applicant (high, average, low).

(3) Information regarding special skills or abilities of camper and why camping program would be beneficial.

c. Parental consent (statement of consent to be signed by parent, guardian or the adult camper)

(1) Permission for the camper to attend camp.

(2) A release and/or waiver of any claim or action that may accrue against the organization, camp, or individual staff member.

(3) Consent for camper to be in a camp film or for the use of photographs of camper in various news media (securing this consent is not mandatory but is highly desirable).

(4) Medical consent in the event of serious illness, or the need of hospital services and/or major surgery.

(5) Permission to release camper observation reports to other agencies.

d. History of disability and apparent condition (to be filled in by the referring agent)

(1) Medical diagnosis.

(2) Extent of disability.

(3) Onset of disability.

(4) Information on care of appliances and special equipment, when they should be worn or used, and whether and under what conditions the camper may function without them.

(5) Assistance necessary for personal care.

(6) Eating habits, including use of special utensils, special dietary requirements and food allergies.

(7) Allergies and drug reactions.

(8) Additional information that would be helpful to the camp administration in the maximum care of the child and for his greatest enjoyment of camp life.

3. Is the camp medical staff covered by malpractice insurance?

4. Are physical disability conditions not covered by insurance communicated in writing to parents?

. Is a statement which clearly specifies the eligibility requirements for admission to the camp made available to the community and its referral agencies?

6. Does the camp carry out a planned program of public information to inform the community of its services, the needs of the disabled in the community, and to promote a climate of acceptance and understanding of the disabled in the community? Does the program of public information consist of at least the following:

a. News releases regarding services.

b. Annual report disseminated.

7. Has the camp established a referral procedure pertaining to camper needs discovered at camp?

8. Is there an established mechanism by which the board of directors meets its responsibility for the operation of the camp?

9. Does the camp take advantage of resources from national and other easter seal societies such as consultations, task forces, etc., regarding camp planning and programs?

10. Is a camp observation record maintained for each camper? It contains observations by the counselor, unit or program director, and any suggestions the camp director feels are pertinent.

11. If therapy has been given, are professional summaries submitted to the director and forwarded to the proper referring agencies?

12. Does the nurse submit to the director the medical log and other records of the campers? These records should be kept at least five years or as long as local laws require.

13. Does the camp have on duty, at all times, a resident, licensed registered nurse?

14. Are the following stored under lock? All motorized and/or power equipment, gasoline, kerosene, explosives and flammable materials.

15. Are vehicles used for transportation of campers designed for safe seating space?

16. Is the authorized riding capacity observed in the use of authorized transportation units?

17. Does the camp maintain the minimum staff coverage on site of one-half of counseling and program staff, including the camp director and/or is designee? (Supervisory member of program or administrative staff, at least 21 years of age.)

18. Is there evidence of a planned counselor-camper ratio to insure the safety of the campers?

19. At all times during instructional and recreational swims, is there one person whose sole responsibility is active guard duty?

20. In addition to the waterfront director, is there one senior Red Cross life saver to every fifteen bathers?

21. Is there an established policy concerning the use of the pool, waterfront and watercraft by staff or visitors during nonprogramed time?

22. Is the use of watercraft restricted to the ratio of one counselor (a qualified swimmer) to every dependent camper, or one counselor (a qualified swimmer) to every four campers capable of swimming?

23. Is there an established policy that life preservers will be worn by all persons in watercraft?

24. Is there an established policy concerning the safety of heavily braced campers in watercraft?

25. If fastened seat belts or other restraining devices are required for the safety and/or comfort of wheelchair bound campers, is there an established safety procedure when these campers are in watercraft?

26. Are supervised showers for campers provided at least every other day, and every day in exceptionally hot weather, with warm, soapy water to insure proper cleanliness and comfort?

27. Are daily checks of their campers' bodies and appliances made by counselors? This should include checking for skin abrasions and irritations, blisters, pressure sores and skin breakdown, ticks and insect bites.

PERSONNEL

1. Does the camp adhere to at least the following ratio of counselors to camper with due consideration to overall levels of independence?

   a. One counselor to four mildly disabled.

   b. One counselor to two severely disabled.

2. Are all staff oriented to the general aspects of the types of disabilities that the campers will manifest?

3. Is each staff member given sufficient information regarding the medical history of his assigned campers to assure the maximum safety, health, comfort, and happiness of campers as they participate in the total program?

4. Do knowledgeable professional personnel participate in staff orientation teaching proper management procedures to the staff? Management procedures shall include the following:

   a. Lifting.

   b. Dressing.

c. Feeding.
d. Toileting.
e. Putting on and caring for the individually prescribed prosthetic and orthotic devices such as braces, special shoes, splints, and artificial limbs.
f. Safe handling of wheelchairs.
g. Recognition of abrasions or sores from misfitting prostheses, bent or broken braces, chair, or other causes.
h. Understanding of the specialized needs and limitations of individual campers such as diet, medications, extra rest, and certain physical prescriptions.
i. Essentials of how to carry out recommendations regarding the camper's activities of daily living.

5. Is each staff member given sufficient, appropriate information concerning the emotional problems and psychological needs of the campers?
6. Is the camp nurse assigned ongoing responsibility, beginning with precamp training of supervising staff in camper's daily care and special needs?
7. Are all staff taught to recognize overstimulation and fatigue factors as they relate to specific disabilities?
8. Are all counselors and program staff at least 18 years old?
9. Does the program provide for sustained, or consistent leadership? Continuity of leader-ship personnel and/or methodology is integral to the attainment of desired camper outcomes.
10. Is the staff contracted for the entire season?
11. Do all staff members have a minimum of 24 consecutive hours off a week?

PROGRAM

(In the following standards, the term program refers to the total situation and experiences within the given camp day and session, while activities refer to individual events offered within the total program)

1. Is attention given to program adaptation to compensate for the physical, mental, social, and psychological limitations of the participants?
2. Are opportunities provided for campers to develop interests and learn skills which have carryover value to noncamp settings?
3. Are opportunities provided to help each camper develop realistic concepts of his relationships, abilities and potentials in all aspects of life?
4. Are opportunities provided the campers for experiences indigenous to camping and participation, through adaptation, in events and games that are easily recognized and popular with nonhandicapped persons?
5. At all times, is attention focused on staff roles being assistive and supportive to insure maximum realistic camper participation. Focus should be to the staff performing with, not for the campers.
6. Does the program offer:
   a. Variety and diversification with opportunities to:
      (1) Actively participate.
      (2) Passively participate and appreciate.
   b. Competitive and noncompetitive activities.
   c. Activities of high organization (many formal rules of play) and games of low organization (few rules of play).
7. Do activities feature:
   a. Opportunity for:
      (1) Participation in large groups (8 or more people).
      (2) Participation in small groups (3–7 persons).
      (3) Dual participation.
      (4) Individual participation.
8. Do program and activity planning accommodate to the possible lack of, or limited exposure of the campers in the planned activity prior to coming to camp? There may be considerable need for remediation in planning certain activities or events.

Mr. Esch. Thank you, Mr. Chairman. Related to the point that you did make, and which we wanted to emphasize in questioning, we would hope that if standards are developed that a consideration would be made to include special services required for the handicapped. The point you made most specifically relates to your organization's work, and you would want to make sure that this consideration or variable would be included in the standards; is that right?

Dr. STEIN. Yes.

Mr. ESCH. Fine; I think that will be of assistance in our work and we appreciate very much your being here. Thank you very much.

Mr. DANIELS. I recognize my able colleague from New Jersey, Mr. Forsythe.

Mr. FORSYTHE. No questions.

Mr. DANIELS. The gentleman from New York, Mr. Peyser.

Mr. PEYSER. One question.

To your knowledge, are there many camps, other than through the field organization, that deal with handicapped children? I think this would be worthwhile to know because if this proves to be a great many then perhaps some of our legislation should be aimed at that area.

Dr. STEIN. I can partially answer. The National Easter Seal Society just a few years ago developed a directory of these types of camps, not just those that are supported by Easter seals, but a whole galaxy of camps, including those concerned with mentally retarded and so on. There are 100-and-some-odd camps, as I recall, involved here nationwide.

Mr. PEYSER. If you have a directory, I wonder if we could have it.

Miss SHOVER. There are also camps for diabetic children and such as that that I think would be helpful.

Mr. PEYSER. Thank you very much.

Mr. DANIELS. I would like to thank both of you for a fine statement and for your interest in this subject matter. There are no further questions.

Mr. ESCH. Mr. Chairman, I will move, since we know that Congressman Rosenthal had been here once and was wanting to testify, and our other witnesses were here and I believe he had a commitment then to appear before his own committee—and I move Congressman Rosenthal's testimony be made a part of the record at this time.

Mr. PEYSER. I second the motion.

Mr. DANIELS. The motion is made and seconded and Mr. Rosenthal's statement will be made a part of the record. Are there any objections?

Hearing none, it is so ordered.

(Statement follows:)

STATEMENT OF HON. BENJAMIN S. ROSENTHAL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman and members of the subcommittee, I would like to commend you, Chairman Daniels, for your leadership in the effort to establish federal youth camp safety standards. It is a privilege to testify before your Subcommittee; a privilege, it must be noted, I have had twice before. Despite your efforts and those of the Subcommittee, Congress has failed to legislate in an area of great importance to our nation's youth.

When I first introduced legislation in 1967 to establish federal safety standards for the operation of summer camps, over six million children attended such camps. Now, four years later, there are close to eight million youngsters in more than 10,000 recreational camps across the country. While many camps maintain high health and safety standards, each summer we become painfully aware that there are far too many that do not.

Incredibly enough, camps with weak or non-existent safety standards, face little state regulation or control, and no federal regulation.

According to the American Camping Association organization active in camp safety, 24 states require no licenses or set no standards for the operation of a camp. Only eight states actually license these establishments. Twenty-nine states

require no annual inspection of camp facilities and of those that do inspect, only four consider safety factors in the inspection.

I believe that Congress, faced with the reluctance of states to act in this area, must insure that no more summers pass without reasonable and effective camp regulation.

A study made in 1965 by the Mutual Security Life Insurance Company on the 3½ million campers it insured during 1962-64, reported 35,000 injury claims. Based on the increased number of campers we have today, we can project that there will be a minimum of 80,000 claims arising out of summer camp illness or injury this year alone. In the three year period covered by the study, 8,469 claims were filed due to colds, flu, or tonsillitis, 3,584 because of lacerations or cuts, 5,860 because of sprains or bruises, 3,937 because of skin or ear infections and 2,268 because of broken bones or puncture wounds. If 80,000 claims are actually filed we can be sure that there are many more cases of accident or illness not reported.

It is my strong feeling, both as a parent of a ten-year-old boy now attending camp and as a concerned Member of Congress, that this situation must be corrected. It is for this reason that I urge immediate adoption of H.R. 6493 or similar legislation, to provide federal leadership and grants to states for developing and implementing state programs for youth camp safety standards.

Under my bill, the Secretary of the Department of Health, Education and Welfare must, within one year after enactment, establish standards for safe operation of youth camps. The Secretary will be responsible for the implementation and enforcement of the standards except when individual states desire to do this themselves. Two and a half million dollars is authorized to encourage states to both develop and enforce their own standards. As part of this program, the states must set up advisory boards to assist the agency in charge of overseeing the enforcement program, much the same as the Secretary is to establish an Advisory Council on Youth Camp Safety within HEW. State programs are subject to review by the Secretary. Should the standards be changed or enforcement judged deficient, upon proper notice, the Secretary would apply federal standards in that state.

Millions of parents each year must decide, based on inadequate information, which camps their children should attend. In many cases, these camps are located far from the family home, making thorough parental inspection impractical or impossible. Parents deserve the assurance that these temporary homes for their children meet certain minimum health and safety norms.

If the bill becomes law, I would recommend that the Secretary of HEW give consideration to the following:

(1) The activities of youthful campers must be supervised by trained professionals. Too often positions are filled by inexperienced personnel without real qualifications. Standards of performance skills must be established for counselors in fields that require special expertise, such as swimming, boating, archery, riflery and hiking. Too many injuries to campers result from improperly trained counselors directing these activities. Before anyone is allowed to supervise activities in these risky areas, special training for supervisors and testing of their skills must be required.

(2) General camp training courses in first aid should also be made mandatory to prepare staff members and administrators for unexpected emergencies. Also adequate medical facilities and personnel should be required for each camp on a 24-hour standby basis. There have been too many instances in which sick or injured children have not received prompt and proper medical attention.

(3) Each member of the camp community, camper and counselor alike, should be required to submit to the camp, an up-to-date health record. All too often, children away from home require certain medicine, have serious allergies, or other medical conditions whose neglect can, of course, be disasterous.

In one instance, for example, a 15-year-old epileptic who failed to take his medicine suffered a seizure while swimming at camp, resulting in a "partial drowning." Though a doctor was called to pool-side to give artificial resuscitation, the boy suffered severe brain damage. This could have been avoided if the camp had known and acted on the boy's medical needs.

With qualified supervision by counselors and administrators and with necessary precautions, this accident, like so many other tragedies, could have been avoided.

There are other areas that require regulation: the wholesome handling of food supplies must be required and provision for adequate sleeping arrangements and sanitation facilities provided. Fire prevention and drills and adequate water and sewerage treatment are also a "must". These are responsibilities of camp directors.

Conscientious operators should be careful to provide a safe, clean and adequate environment for all campers.

While the American Camping Association is currently revising and strengthening its standards, fewer than one of every three camps is now able to meet its present standards. I wonder what that number will drop to, when the Camping Association issues its more stringent list of what it considers proper norms.

It is clear, then, that most states and many camps have failed to meet their obligations "in loco parentis." It is for this reason that Congress must act decisively and promptly in this area.

Past critics of the "Youth Camp Safety Act" have rejected a federal role in what they considered to be a state matter. Yet H.R. 6493 and Chairman Daniels' H.R. 1264 give individual states the opportunity to establish and implement their own regulations. In fact, both bills, encourage them to do so by providing grants for this express purpose. Hopefully, the principal role of the federal government will be supportive and advisory. Only in those cases where individual states fail to act in implementing standards, will the federal government assume greater responsibility.

Each new camping tragedy evidences a growing need for passage of a "Youth Camp Safety" bill providing for minimum health and safety standards. In addition to these standards, there may be a need for other provisions, such as requiring a recreation camp to carry accident or injury insurance so that compensation will be available to anyone injured. Perhaps camps should also be required to publish their accident records, in any brochure printed for the purpose of promoting the camp, and include information on such things as camper-counselor ratios and qualification standards for counselors.

Parents need, and children deserve, better protection than they presently have. Passage of the "Youth Camp Safety Act" would lead to such protection.

Failure of this Congress to act now makes us accomplices in future camping mishaps and tragedies.

The need is urgent, the time is now, the opportunity is here.

Mr. DANIELS. That concludes the hearing for today and we will meet tomorrow to continue the hearings on this subject matter.

The hearing will be held in this room at 10 a.m.

(Whereupon, at 11:30 a.m. the subcommittee recessed, to reconvene at 10 a.m. of the following day, July 22, 1971.)

YOUTH CAMP SAFETY STANDARDS

THURSDAY, JULY 22, 1971

HOUSE OF REPRESENTATIVES,
SELECT SUBCOMMITTEE ON LABOR OF THE
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to recess, in room 2261, Rayburn House Office Building, Hon. Dominick V. Daniels (chairman of the subcommittee), presiding.

Present: Representatives Daniels, Biaggi, Esch, Steiger, and Peyser.

Staff members present: Dan Krivit, counsel; Loretta Bowen, clerk; Catherine Ladnier, research assistant; and Dennis Taylor, minority associate counsel.

Mr. DANIELS. The Select Subcommittee on Labor will come to order.

Today we continue with the hearings on legislation dealing with youth camp safety.

Our first witness today is Dr. John J. Kirk, who appears here on behalf of the American Camping Association.

Dr. Kirk, will you step forward.

STATEMENT OF JOHN KIRK, PRESIDENT, AMERICAN CAMPING ASSOCIATION, INC.

Mr. DANIELS. I understand you are president of the American Camping Association, Inc.

Dr. KIRK. It is incorporated in Indianapolis, Ind., and I happen to be in Branchville, N.J.

Mr. DANIELS. You may proceed.

Dr. KIRK. Thank you, Mr. Chairman and members of the Select Subcommittee on Labor.

My name is Dr. John J. Kirk. I am national president of the American Camping Association, a national and international nonprofit association founded in 1910 by men and women interested in organized camping for boys and girls.

The American Camping Association's membership of more than 7,000 men and women represents the leadership of almost every aspect of camping, including camp for youth and golden agers; camps sponsored by private individuals, by agencies such as Boy Scouts of America, Girl Scouts of the USA, YMCA, YWCA, Boys' Clubs, Camp Fire Girls, settlement houses, churches, schools, and also Government agencies. These camps are attended by about 4 million children each year.

Geographically, camps accredited by the American Camping Association are spread through every State and several foreign countries. These accredited camps are listed in this National Directory of Accredited Camps. I have brought copies for the members of this committee.

The programs of these camps vary as widely as the purposes and personalities of their owners and sponsors, but on one goal youth camp leaders of our country are absolutely united—that of wanting to operate a safe and healthful camp for the boys and girls entrusted to them. This is not only from the dedication and heartfelt interest in children that these people already have, but also it is just plain good business.

But better than anyone else, the members of the American Camping Association know that there are some camps that are not safe. Some reasons for this would be lack of training or experience, lack of money for proper facilities and equipment, or perhaps just plain lack of good judgment.

Like many other forms of human endeavor, we have not entirely succeeded, but there has been very real progress.

By 1940 in our efforts to improve our camps, we had built up a considerable body of knowledge on youth camping techniques and methods and in that year the association began to publish its standards. Knowledgeable camping people were trained to officially visit and evaluate youth camps in eight areas: (1) administration, (2) program, (3) personnel, (4) campsite, facilities and equipment, (5) health, (6) safety, (7) sanitation, and (8) transportation.

Camp directors who have desired to improve their camp and their program have voluntarily invited these trained inspectors to visit them. Today, 31 years later, 800 to 1,000 youth camps are officially visited each summer, and more than 2,000 member camps meet these standards; 82,325 copies of the ACA standards booklets have been distributed throughout the country. We feel that we have come a long way. But we know very well that much remains to be done.

The influence of ACA standards is now being felt by more than half of the youth camps in this country, but that is not enough. We think that all camps should not only be safe, but be able to prove it.

This is why we were happy to respond to Senator Ribicoff's request for assistance with the Youth Camp Safety Act of 1966 (S. 3773) and this is also why more than 1,000 members spent many weeks and many thousands of dollars in careful analysis and constructive criticism of S. 3773. Under the leadership of Howard G. Gibbs, then the ACA national president, a consultation of 20 leaders of the 15 top youth camping organizations in America was held in November 1966 in New York City. I, then chairman of the Standards Committee, chaired that meeting.

An official American Camping Association position paper was sent to Senator Ribicoff. It was reprinted in the report of the hearings of your committee on H.R. 17131 September 18, 1968.

This committee will be interested to know that during the past 3½ years the American Camping Association has been engaged in a major computerized study intended to further upgrade its standards program. The proposed new standards instrument was published in draft form in the January 1971 issue of Camping Magazine. Copies have

been provided for the committee. It is being fieldtested this summer and will be acted upon by our official corporate body next March.

This process has been quite expensive for a private volunteer association. It has cost us over $30,000 so far, but we feel it has been well worth it. These new standards have been imaginative but practically conceived and scientifically validated. This new instrument is far superior to anything yet developed.

To move from camping standards generally to the Youth Camp Safety Act (H.R. 1264) specifically:

A. The American Camping Association concurs with, and wholeheartedly supports, the intent of this bill.

B. The American Camping Association has some reservations and suggestions in the following areas:

1. Section 2, lines 10–11, and line 1 on the next page—Federal standards—fine. Federal assistance to States—excellent. Federal implementation—here we part. We feel that the State should have the prerogative of implementing and enforcing the Federal standards or their own if they are higher. We believe that section 5 is designed to do this, but section 2 seems to contradict, as does section 8–A.

Mr. DANIELS. Let me ask this. You say, "Federal standards—fine" and you approve of Federal assistance to the States. But you disapprove of Federal implementation.

Dr. KIRK. Yes, sir.

Mr. DANIELS. What do you mean by "implementation"?

Dr. KIRK. The implication we got from the bill is that it would be a Federal bureau or a division of some Federal agency that would be moved into the State to implement the assistance program, whereas the States already have the machinery either in welfare departments, health departments, or education departments to perform this task. Maybe this was an erroneous assumption, but this is what was read into this bill.

This seemed to be different than some of the other legislation proposed.

Mr. DANIELS. Are you familiar with the 1970 Federal Occupational Health and Safety law?

Dr. KIRK. No, sir, I am not.

Mr. DANIELS. I won't ask you with respect to that law.

Now, if the Federal Government were to promulgate standards why would it not be appropriate to amend those standards at some future time if amendment was deemed necessary and would improve the standard?

Dr. KIRK. This would be fine.

Mr. DANIELS. Why do you object then to the Federal Government doing that?

Dr. KIRK. It seems as if it is a duplication of effort and a waste of money and resources.

Mr. DANIELS. Well, if the bill contained a provision which would allow for States to submit plans, and if the State plans were equal to or better than the Federal plans, would you have any objection?

Dr. KIRK. No, sir.

Mr. DANIELS. And after the States had operated their plans for a certain period of time, maybe a year or 2 years or 3 years, whatever the committee deemed such time should be necessary, and the plan worked out well, we could then give that authority to the States to

operate their own health and safety camping rules; would that meet with your approval?

Dr. KIRK. Yes; it would. To continue with my statement:

2. Section 5–A, line 9. This appears to specifically exclude travel camps which travel entirely within the borders of one State. To be consistent, they, too, should be covered. But there is a more serious problem with travel camps, which I will cover in another point.

3. Section 8–A. This seems to involve multiple inspection of camps. At the present time, the average camp director faces—in many States—a State inspection, a county inspection, sometimes multiple inspections by these people, plus an inspection from his own agency, plus an inspection by the American Camping Association. Figure in the logistics of preparation for each inspection, plus the full day or more that each good inspection takes, plus the paperwork involved, and these inspections could work to the detriment of the camp director's prime goal, the careful supervision of several hundred children, which frankly, gentlemen, is a big enough chore in itself.

4. Section 9–A. Federal recreation camps—basically family campgrounds—are covered by this section; but since the same people and the same children and the same conditions are found also on State campgrounds, shouldn't State campgrounds be covered, too? Actually, youth camps and family campgrounds are so totally different that we feel that they should be separately treated. Recognizing this fact, the Family Camping Federation, an affiliate of ACA, has developed these campground standards. Copies of these are provided for the committee.

C. The American Camping Association recommends:

1. We strongly recommend the inclusion of a State advisory council in each of the 50 States. These councils should be established along the general lines of section 10–A, and this advisory council should be made mandatory under section 5. The inclusion of a provision of this kind would make this bill far more acceptable to camping people.

2. Recommend that there be somewhere, probably in section 5–B, some recognition of the right of a camp director to appeal against what he considers unjust treatment.

3. Travel camping. These camps by their very name are running affairs. Some have a base; some do not. Administration for inspection of such a camp is extraordinarily difficult:

(a) Recommend the agency to whom the camp belongs, if it demonstrates acceptable standards, be empowered to conduct its own inspection on its travel camps, or

(b) Recommend that the State where the trip originates be empowered to inspect,

(c) Recommend that sharp definitions be established to differentiate between travel camps, tours, and short trips from established camps, and

(d) Recommend that this act (H.R. 1264) specify that jurisdiction for travel camps be designated HEW and not to the Interstate Commerce Commission.

4. Recommend that this bill cite the penalty for noncompliance or violation of the regulations.

5. Recommend that this bill include a provision requiring mandatory reports on all injuries and illnesses requiring hospitalization.

6. Recommend very strongly that a survey of camping laws and of actual camp safety experience be made to determine whether this act is really needed.

D. The American Camping Association offers:

1. The use of 60 years of expertise in the safe handling of children in the out-of-doors.

2. The cooperation of the largest and most comprehensive camping association in the United States. We have been camping consultant to Vice President Humphrey, President's Council on Youth Opportunity, Office of Economic Opportunity, Bureau of Outdoor Recreation, National Park Service, U.S. Forest Service, Senator Ribicoff, and many, many others.

3. Access, at cost, to the ACA computer printout of all major laws and regulations affecting camping in the Federal Government and the 50 States. This includes:

(a) Current information on most of the State and Federal codes and regulations. We have a printout of our camping law abstract available for the members of the committee.

(b) Current information on most appellate court decisions and newly passed and pending camping laws.

4. The use of our liaison and channels of communication with the camping agencies, organizations, and individuals of the United States.

5. The ACA's tested standards—not as minimum standards, but as a goal.

Our experience over the past several decades in identifying those points of camp operation, management, and program which are vital to the health, safety, and welfare of children, has enabled the American Camping Association to establish the most comprehensive set of camping standards in existence.

But these standards themselves would be of small value without the necessary machinery to put them into effect. The American Camping Association has this machinery. Each year almost 25 percent of our member camps are visited and evaluated by teams that have been formally trained and officially certified. ACA visitors not only know what to look for in a camp, but also know how to carefully and thoughtfully guide and assist the camp director as he seeks to improve his camp operation.

The American Camping Association would like to offer its expertise in training camp inspectors to the Federal Government and to the appropriate agencies in the 50 States. We think we can save you perhaps as much as 10 years of experimentation and trial-and-error work.

Mr. Daniels, we think that your youth camp safety bill, H.R. 1264, is a good one. With the recommended points that I have enumerated, we think it would go far toward making a camping experience for American children a healthier and safer one. We feel that the 4 million boys and girls in ACA-accredited camps this summer, as well as the 3.5 million boys and girls in camps not members of ACA, are extremely important people; and we would be inconsistent with our own history if we failed to offer you all possible support to the intent of your bill.

On behalf of the American Camping Association, Mr. Daniels, I wish to thank you and members of your committee for the opportunity to present this statement.

Mr. DANIELS. Thank you, Dr. Kirk, for your very fine statement.

Dr. Kirk, the ACA is incorporated in what State?

Dr. KIRK. State of Indiana, with headquarters at Bradford Woods, field campus of Indiana University.

Mr. DANIELS. Its membership consists of 7,000 men and women representing various camping organizations, as you have already enumerated?

Dr. KIRK. Yes, sir.

Mr. DANIELS. How many camps are there in the United States, to the best of your information?

Dr. KIRK. The last survey we conducted for the Federal Government was 2 years ago and at that time there were 10,600 day and resident camps in the 50 States serving approximately 7.5 million children.

Mr. DANIELS. Day?

Dr. KIRK. Yes, sir.

Mr. DANIELS. Those would be camps where both boys and girls would remain overnight?

Dr. KIRK. In the day camps they return home in the evening and in resident camps they would remain overnight.

Mr. DANIELS. How many resident camps as distinguished from the day camps?

Dr. KIRK. That is a tough one. I would say approximately 6,000, but it is an educated guess. I don't have the figure broken down.

Mr. DANIELS. Now, you make reference to accredited camps. When you refer to "accreditation," are you referring to accreditation by your association?

Dr. KIRK. Yes, sir.

Mr. DANIELS. Of the camps that are inspected by your organization?

Dr. KIRK. Yes; using this instrument, we accredit our camps. This is the present instrument, the standards of the association, with the score sheets. We have copies of the standards for your committee on the corner of the table.

Mr. DANIELS. If there is no objection, I ask the committee to have the standards filed with the record of this hearing.

(Standards follow:)

CAMPING SAFETY

(By Ernest F. Schmidt, Executive Director, American Camping Association)

FOREWORD

Safety, as it is used in this booklet, refers to accident prevention and injury control. The material here is specifically about camping safety. It is part of a book entitled SPORTS SAFETY published in 1971 by American Association for Health, Physical Education, and Recreation.

Safety in camping has recently received much attention in local, state, and national affairs. Those involved in the operation of organized summer camps and family campgrounds need to be cognizant of every piece of accurate data that can be made available. Therefore, the American Camping Association has published this section of the text separately.

There has been no attempt in this booklet to discuss every activity common in the camping experience. Certain segments of organized summer camping such as waterfront activities, horsemanship, and field sports are featured in other portions of the complete AAHPER text.

ACA cooperates extensively with related organizations concerned with the welfare of children and adults involved in recreational and educational activities in the out-of-doors. Among these organizations have been AAHPER, American Academy of Pediatrics, American Medical Association, American National Red Cross, Council for National Cooperation in Aquatics, Department of Agriculture,

Department of Health, Education and Welfare, Forest Service, National Park Service, National Rifle Association, National Safety Council, National Society for Crippled Children and Adults, and the major Youth Agencies.

Since its beginning in 1910, the ACA has emphasized the development of standards for camping. The purpose of the ACA Standards program is to protect campers by periodically examining the operation of each member camp in the light of proven, acceptable, high level performance. It is hoped that the information presented here, developed by Ernest F. Schmidt, ACA's Executive Director, with the assistance of Michael C. Kremer, Manager of ACA's Publications Service, will add another dimension to the health and safety program long emphasized by the American Camping Association.

Michael C. Kremer, *Manager*
Publications Service
American Camping Association.

CAMPING—SOME HISTORY

If anyone had taken a survey of the number of campers in the United States in 1492, he would have found that the figure was about three million persons—100% of the population. In that day, the ability to camp and the ability to survive were synonymous, with flint arrowhead poisoning an occupational hazard. Camping was taken for granted, with its attendant hazards, as a way of life.

Beginning about 1850, when the population was 23 million (85% rural), a few people began to realize that camping had values and that some of the skills possessed by the Indians were too valuable to be lost.

In 1850, Daniel Carter Beard was born. Lord Baden Powell, who started Boy Scouting, was born in 1857. Ernest Thompson Seton was born in 1860. George Soare ("Kesennuk"), the pioneer outdoor writer, was born in 1871 and Horace Kephart in 1862. Each of these people was articulate and even eloquent about the advantages of camping and bequeathed priceless inspiration and guidance for today's campers.

By 1900, with the population at 76 million, of which 39% was urban, magazine articles on camping began to appear. During the next few years, youth agencies with programs emphasizing camping as well as safety oriented organizations, such as the American Red Cross, came into existence. In 1950, 64% of the population of 154 million lived in urban areas; now, the urban figure is more than 70%.

The number of "true" campers has probably changed very little since Columbus' day. Today there are at least three million Americans and Canadians who take their packsacks or canoes to the forests, high mountains, or wild lake country in search of adventure and solitude. Another 40 million Americans also go camping, but in an entirely different manner, preferring to camp in trailer parks or national or state parks, and often just as close to the next camper as possible. To make space for camping vehicles and tents, the national, state, and local parks have provided thousands of camping places, and an ever-growing number of private campgrounds have sprung up.

CAMPING UNORGANIZED AND ORGANIZED

Unorganized camping applies to the lone hiker of the Appalachian or Pacific Crest Trail and his less venturesome counterparts in the trailer campgrounds. *Organized camping* is done by an organized group on either a fixed or moving base.

People camp for many reasons. Parents enjoy having the family doing something together and in an economical way. Fun and adventure are prime goals for both young and old. For young people, organized camps provide the special educational advantage of learning to live with others as well as having one's self-confidence built by achievement at one's own level. Both organized and unorganized camping offer educational opportunity, challenge for proving oneself in the outdoors, and a happy, healthy way of life.

But is it?

A STUDY OF INJURIES IN ORGANIZED CAMPS

Statistics on camping related accidents are extremely hard to obtain, but some studies have been made which provide information for preventing accidents in camping. In 1965, the Mutual Security Life Insurance Company of Fort Wayne, Indiana made a study of three and one-half million campers (mostly youths in organized camps) between 1962 and 1964, of whom 35,000 (that is, 1%) received injuries and illnesses serious enough to submit an insurance claim. Since 1965, the

company has taken other samplings, which have validated the original statistics cited in the next column.

Several things must be kept in mind as we analyze the insurance claim record. First, because a claim involves money, the average cut or scrape in a camp represents an injury but not a claim. The health staff of a youth camp probably gives a bandage or sympathetic shoulder to 20 or more banged or bumped children for every one child who is seriously injured. Second, how many of these children, if they had stayed at home during the camp season and gone about their normal activities in their home and neighborhood, would have received injuries that would have also involved a claim?

TOP 10 REASONS FOR CLAIMS

Reason	Number of claims	Percentage
Colds (excluding bronchitis)	4,578	18.1
Cuts, lacerations	2,886	11.4
Sprains	1,771	7.0
Bruises	1,561	6.2
Skin inflammation (excluding poison ivy)	1,479	5.8
Upset stomach, stomach flu	1,361	5.4
Ear inflammation and infection	1,262	5.0
Infections other than boils	1,173	4.7
Broken bones	1,027	4.1
Puncture wounds	1,000	3.9
Total	25,700	56.7

The life insurance company also studied 68 death claims submitted by camps between 1958 and 1966. Of 16.2 million persons insured, the claims represented 5.6 deaths.

ANALYSIS OF 68 DEATH CLAIMS

Reason	Number of claims	Percentage
Drowning	37	55.0
Automobile (including travel to and from camp)	22	29.5
Falls	4	5.7
Struck by car or train	4	5.9
Freak accidents	2	2.9
Plane crash	1	1.5
Lightning	1	1.5
Horseback accident	1	1.5
Water skiing	1	1.5
Hit by falling tree	1	1.5
Bicycle upset	1	1.5

A DOZEN DANGERS OF THE WOODS

As one lives in the outdoors, and even more importantly studies accident opportunities and prevention, one realizes that there are about a dozen dangers of the woods. Listed from kinds of dangers that *come to you* to those you *have to go to*, they are:

1. Poisonous insects
2. People
3. Fire
4. Sanitation
5. Water
6. Animals
7. Poisonous reptiles
8. Trees
9. Poisonous plants
10. Injuries and Illnesses
11. Exposure
12. Lost

Since Daniel Boone's day, the intensity of many of these dangers has decreased, but in areas like sanitation or injury, it has risen, as attested, for example, by the number of hunting deaths during an active season.

DANGER NO. 1—POISONOUS INSECTS

Insects can make miserable even the finest camping environment. Their lethal capabilities vary by locality but in the catalog of pests the following rank high in the United States:

1. Flies
2. Mosquitoes
3. Wasps and bees
4. Ticks
5. Scorpions
6. Spiders
7. Chiggers (red bugs)
8. Black flies
9. Punkies (no-see-ums)
10. Centipedes

House flies.

House flies, because of their disease carrying ability, are probably the most annoying insect. Screening, poisons, and traps do block their filth-to-food routes, but denial of breeding places is the most effective solution. Latrines and kitchens must particularly be protected. Nonpersistent poisons may be used but their effects on beneficial insects must be considered.

In one camp which had a serious fly problem, someone used a new kind of fly trap which attracted the insects by scent, caused them to enter a quart jar, and killed them quickly. In the following week or two, the camp's fly population was noticeably reduced. Then the flies reappeared in numbers even larger than the original plague. A close examination of the fly traps revealed that the traps were also attracting "burying beetles," which are the undertakers for small animals and birds that die of natural causes. With the elimination of these beetles the dead animals of the forest remained on the surface and became the breeding area for more flies than were previously present.

Some camps have found that keeping a flock of chickens near the stable compost pile cuts the fly population drastically.

Mosquitoes.

In some places the mosquito is merely a nuisance but in other places the disease it can carry is a menace. Repellents are effective on a short-term basis, but denying the mosquitoes a breeding place is the best solution. Because drainage may be impractical, nonpersistent or degradable chemical poison sprays are the recommended prevention. The poisons must be used with great care since they are indiscriminate and probably kill the good insects along with the bad.

Wasps and bees.

One has to see the effects of a bee sting or wasp puncture to an allergic person to gain respect for these insects. They are not just a painful nuisance, but are a menace to life. Repellents are somewhat useful here but even more important is education in methods of avoiding these pests and in using great caution when they are nearby. Get competent medical advice and equipment *before* someone gets stung.

Ticks.

Ticks, which live in bushy areas throughout most of the United States, can carry Rocky Mountain spotted fever. They can be carried in a house by a cat or dog. Repellents are helpful, but more important is avoiding places inhabited by ticks and carefully checking for ticks. A tick may crawl on a person for many hours before it actually "digs in." When it does, the tick has to be removed carefully to avoid crushing it and getting juices on your skin. Tweezers or the heat from a lighted cigarette or match are recommended for the removal.

Scorpions, spiders, and centipedes.

Scorpions, spiders, and centipedes cause more psychological fear than physical harm. It is wise to check shoes each morning; to be cautious in rocky and brushy places and in rural dwellings; to be able to recognize black widow and brown recluse spiders. Black widows like the undersides of country sanitary facilities so a brushing away of cobwebs under seats is recommended.

Chiggers (red bugs).

Chiggers are minute, spider-like creatures that live in the woods over a large part of the middle and southern areas of the United States. They crawl beneath people's clothing until they find a tight, sweaty place and promptly dig in, leaving a welt that itches and sometimes festers for one or two weeks.

A clear plastic coating (like nail polish) on a bite relieves a great deal of itching but avoidance of the chiggers in the first place is better yet. Don't sit on logs, keep clear of brush and leaves, and use plenty of repellent, including sulphur powder.

Black flies and punkies ("no-see-ums").

Black flies and punkies are occupational dangers of many hikers in forest areas. Insect repellent is the best solution. Punkies are particularly bothersome because of their small size, which enables them to walk through screenwire. Getting rid of

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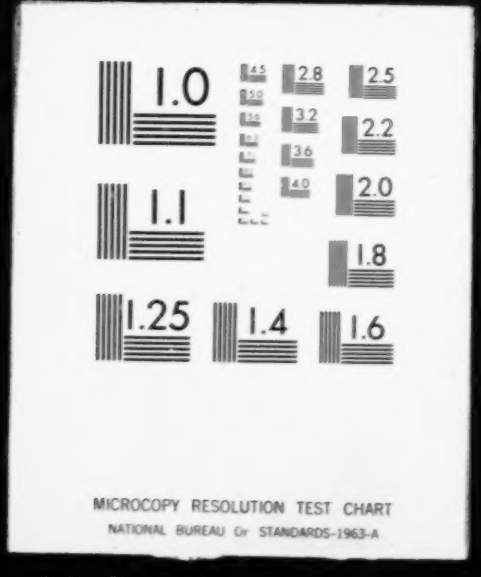

low underbrush or tall grass near the camp denies shelter to black flies and mosquitoes.

Of all these pests, flies and mosquitoes cause campers the most misery. Education, proper poison or repellent that is applied correctly, and caution will solve most of the problems with insects.

DANGER NO. 2—PEOPLE

Whether through curiosity, malice, or carelessness, people can be a serious danger to campers. This is particularly true of girls' camps where privacy is important. Use No Trespassing signs and adequate fencing; arrange for police protection, good lighting, careful supervision of outposts in far-out camp sites, and in some cases, a night guard.

During hunting season, hunters are often a very serious menace as they disregard No Trespassing signs and hunt where children are hiking or camping. In this case, obviously the only adequate protection is active patrolling of the campsite by authorized personnel.

Vandalism, while not necessarily a source of injury, is another danger that all camps must face, whether the camp is remote from civilization or close to a city, or even just a camp-ground. Here again, ease of access has a bearing on the degree of the danger and certainly too, active patrolling is, in many cases, the indispensable ingredient for protection.

Automobiles

Automobiles are lethal beyond all proportion to their numbers. Almost one out of 20 of the deaths reflected on the analysis of death claims was "struck by a car in camp." There are four logical answers to this danger.

1. To dispense with roads in the campground so far as is possible.
2. To restrict all vehicles to a parking lot and to allow no vehicles in the camp itself.
3. To train drivers of camp vehicles to handle their vehicle in a safe manner.
4. To forbid anyone from riding on the back of an open truck or any other vehicle that is not designed for carrying passengers.

Implicit in a camp's program are a great many safety hazards. Archery, rifle marksmanship, swimming, boating, sailing, hiking, climbing, horseback riding—these are all dangerous parts of the camp program *if* they are improperly taught or poorly supervised.

DANGER NO. 3—FIRE

Sharp, pungent, and fresh in the noses and minds of all campers are the scent and smell of forest or camp fires in which they have been personally involved. Equally fresh, though a little harder to admit, is the lurking realization that proper precaution or better training would have prevented the fire, or at least alleviated to some extent its effects.

Basically, camping fires cause trouble in two areas: forest or fields and camp buildings.

Forest fires

According to our Forest Service, most fires are started by smoking. Lightning and a few other causes follow. Prohibition of smoking or use of good manners by smokers would probably eliminate almost half of all forest fires.

Camp fires escaping from control are another cause of fires and here the remedy is easy. First, don't build fires when the wind is too high. Second, always clear the area in which you are going to build a fire so that nothing flammable is close by.

In a few areas, such as the open plains, one may have to dig a hole to escape the wind. But in forested areas, it is usually smart to build a fire on top of something fireproof, such as rocks or loose dirt, so that no root ends are exposed to pick up a spark and transmit it for many feet or yards before the forest catches fire.

Fire permits are required in many states and in almost all states there are local, state, and federal experts who could teach proper methods of fire control and the best ways to organize one's personnel into an efficient, effective fire fighting crew.

Equipment of the more sophisticated types is expensive. An oil drum filled with water in the middle of a camp site or a couple of #10 tin cans hanging from a stick near each tent are inexpensive and effective. But, the best fire fighting tool of all is a trained group of camp leaders with a plan, practice, and plenty of training.

Fire in camp buildings

The main cause of fire in camp buildings is carelessness with potential fire-making materials, with maintenance of heaters or fireplaces, in the inspection of electrical wiring and fixtures, and in the general building area. Matches cannot be left loose for mice or chipmunks to gnaw; oily rags cannot be thrown into a corner to ignite by spontaneous combustion; flammable rubbish must be disposed of promptly; fire extinguishers or water and hose must be available and operative; flammable liquids of any kind must never be stored inside buildings.

Gasoline or kerosene must be stored in a locked, ventilated shelter, well away from buildings. The use of lanterns using liquid fuel is extremely dangerous, particularly if the lanterns are old or in poor repair. Wherever this type of illumination *must* be used, it should be carefully supervised and handled by a capable adult.

The presence of a pool or small pond close to buildings will almost automatically reduce fire insurance premiums. Cultivation of the local fire department—even if it is several miles away—could be even more profitable than a good insurance policy. Get their understanding and cooperation.

Camps in heavily forested, high-fire danger areas should have an adequate fire-break around the property and most certainly should have training and equipment sufficient to evacuate the property at high speed when danger threatens.

DANGER NO. 4—SANITATION

Water

While many states have laws regarding the purity of the water supply for an organized camp, others still lack such protection. Lone campers, the camp director, or camp health officer must see that drinking water is pure. This is realized generally by adults, but there are always children who must be carefully taught that the clean-looking, running stream may be deceptive.

Water can be purified by boiling or by treatment with chemicals, such as iodine or chlorine (halazone). State agencies will test water samples for purity, but they will caution that the test applies *now*. Any clear, pure well or spring can be contaminated within five minutes by a rainstorm or animals. The safest way is to assume that the water is contaminated and purify it. Water storage tanks and vessels must not only be clean to start with, but screened against rodents, insects, and drainage. A new water system in a camp or a travel trailer should be flushed out thoroughly with chlorine treated water before use.

The source of the drinking water in any camp, whether it be a deep or shallow well, spring, or stream, should be carefully safegaurded from contamination. One very fine mid-western camp was closed by the state when it was discovered that the effluent of the septic system flowed into the lake within a few yards of the intake of the camp water system and not too far from the swimming area.

Per capita water supply needed each day is: 30 gallons (no flush toilets); 50 gallons (with flush toilets, showers, drinking fountains); and 80 gallons (with flush toilets and a swimming pool). Minimum storage capacity should be for a 48 hour supply of water.

Food.

Obviously food handlers must pass required state exams. The camp director is responsible for getting his food handlers carefully examined by a licensed physician.

Food storage areas must be rodent and insect proof, with refrigeration facilities at a temperature not to exceed 40°F. for walk-in refrige ators. A thermometer should be kept in the refrigerator to check this.

The service area for food must always be immaculate and subject to frequent inspection. There must be screens in the windows and handwashing facilities in the kitchen with plenty of hot water, soap, and towels for kitchen personnel.

Kitchen equipment and dishes must be kept clean and stored properly in dust, rodent, and insect proof areas. Dishwashing is another essential to sanitation. There are five clear steps in dishwashing, whether one is family camping or in an organized camp, or even in one's own home.

Step 1. Scrape the dishes to remove garbage.

Step 2. Pre-rinse to clear away small particles of food.

Step 3. Wash in hot (120° in a tank or 160° in machine) water, treated with detergent or soap.

Step 4. Rinse in water at least 180°F. in termperature, or in sterilization chemicals.

Step 5. Dry—*without* a towel. Dishes, after rinsing, should be air dryed as quickly as possible. This is particularly true of mouth-contact dishes such as cups and silverware, which, incidentally, should always be washed first.

One problem does remain—dishwater disposal. If enough of it is thrown in one spot, it will draw flies and cause odor because of the small particles of food remaining. In a resident camp, this water can be sent into the water disposal system, but on an outpost camp, one will need a sizable tin can with quite a few small holes in the very bottom, a handful of straw, hay, grass, or pine needles, and a dry spot (different each time) somewhere away from camp. Pour the dishwater through the grass, etc., let it soak into the ground, and then burn the grass. A plastic bag, filled with grass, leaves, or needles, etc. and with pin holes punched in the bottom will do just as well and the whole thing can be burned. In any case, the water should be distributed where it will quickly soak away.

Garbage disposal.

A camp in the wilderness with a small group or only a few individuals might seem a simple thing, but those who have found these campsites have seen what people who lived there have done. Two suggested rules are: (1) burn everything burnable and (2) carry everything else back to civilization. If this second rule seems a bit drastic or hard to do, make the burning and crushing of tin cans and other nonburnable containers an honor job and a challenge. If the pile seems imposingly big, plan your containers better next time.

Garbage disposal is a problem whenever there is a large quantity of garbage. Where the topography and acreage allow, land fill can be used. It is wisest, however, to use available municipal or individual garbage disposal facilities and have the stuff carted or trucked away.

Algae and acquatic weeds.

If lake water is warm or shallow or fertilized from an agricultural upstream source, inevitably there will be algae and aquatic weeds, which may range from merely unpleasant to "dangerous." Chemicals can effectively and safely control this nuisance. But in order to save the animal life in the lake, expert guidance should be sought before treating the water.

DANGER NO. 5—WATER

Swimming, diving, boating, canoeing, sailing, skin and scuba diving, outboard motoring, and water skiing each warrant considerable discussion. They are all well known and important camping activities whose popularity—and hazardous nature—must be recognized. For canoe use or canoe travel *always* include *life preservers!* Because of the comprehensive material available from the organizations mentioned in the Foreword, and the resources listed at the end of this booklet, this author will make no attempt at a treatment of each activity. The complete text entitled SPORTS SAFETY, of which this material is a part, will include a section on aquatic activities.

Too much water at the wrong time or place can be serious. Campsites must never be located where abnormally high flood water could reach the site—or, in another season, where snowslides could engulf it. Nor should a tent or building ever be placed in a normal drainage route. The Indians were smart enough to never pitch tents where they would have to be ditched. So should you be!

DANGER NO. 6.—ANIMALS

One of the major attractions of the outdoors is animals. Many organized camps have riding horses. These give a lot of pleasure, but there are also hazards. The two major sources of injury with riding horses are: (1) fall-offs and (2) kicks and bites received from the horse.

Proper direction, training, and supervision lessen the chances of these injuries occurring. Stables and riding rings should be located to avoid the health hazards of flies breeding in manure, drainage emptying into water sources or swimming areas, and uncontrolled dust in the riding ring.

Pet dogs in camp can be another hazard, no matter how friendly, docile, or gentle they may be. Children *do* tease animals. It is doubtful that camp directors will want to take a chance of a dog bite.

Mice and rats may be a problem around camps, principally at the sanitary areas. Chipmunks, squirrels, bats, and rabbits are often found. The bites, kicks, or scratches of these animals can be not only painful, but dangerous because of the possibility of infection.

Other animals found in the fields and forests around camps are bears, deer, porcupines, skunks, raccoons, and foxes. Of these, the bear is by far the most dangerous, especially the tame looking bears found in national parks and forest. Although there are lots of fearless bears, there is no such thing as a tame bear!

Since a grown black bear can take a child's hand off with one bite, campers should *never* under any circumstances feed or get near a bear, no matter how harmless it may look.

Male deer in the autumn rutting season are dangerous. Except for human curiosity or carelessness, procupines are not really dangerous. Quills are barbed and extremely sharp. Skunks, raccoons, and foxes are subject to rabies. Upon seeing one of these animals behave in a strange or fearless way, stay away, especially from foxes, who are normally shy.

Skunks require nothing but respect and distance. Raccoons are intelligent and quickly learn that man can be a good provider. But man should remember that raccoons are fighters and capable of whipping a dog their own size or larger.

DANGER NO. 7—POISONOUS REPTILES

While reptiles cannot be disregarded as a source of injury in the outdoors, they are vastly overrated. Snake bite deaths average 14 persons a year, while bee and spider bites account for 30 deaths a year.

In northeastern United States (north of the Ohio River, east of the Mississippi), there are only four kinds of poisonous snakes. The massasauga rattlesnake, the timber rattlesnake, copperhead, and (rarely), water moccasin. The water mocassin is occasionally found as far north as southern Illinois and parts of Virginia.

In the southeastern part of the United States (east of the Mississpipi, south of the Ohio River), there are seven kinds of poisonous snakes: the pigmy, timber, canebrake and diamondback rattlesnakes, copperhead, water moccasin, and coral snake. Six of the these snakes are pit vipers with a distinct depression between the nostril and the eye and somewhat below this line. The coral snake, found only in the extreme southern part of the United States, is small and brightly colored, with black snout and red and yellow bands touching.

West of the Mississippi River, there are 26 kinds of poisonous snakes. Of these, all but five are rattlesnakes. There are two kinds of copperheads, the water moccasin, and two kinds of coral snake in the extreme southern part.

In the far Southwest, there is one poisonous lizard, called the Gila monster. Its saliva is poisonous, but it is not considered very dangerous because of its slowness and remoteness.

In a camping area, some effort should be made to control the poisonous reptile population. But, since these snakes also do a lot of good, it would probably be a mistake to try to eliminate them completely. Campers should be trained to recognize the snakes and avoid environments which might harbor them.

The bites, as any puncture wound, should be cleared of as much poison as possible by suction. The victim should not exercise violently or become frightened so that his circulation increases greatly. Obviously, a doctor's care and hospital treatment should be obtained as quickly as possible. Again, snakes are more dramatic; wasps and hornets are more deadly!

DANGER NO. 8—TREES

A tree may not seem particularly lethal, yet of the 88 death claims, several deaths were caused by trees. One was caused by lightning under a tree; another by a falling tree; and several others by falls, some of which may have been from trees.

During a thunderstorm, avoid taking shelter under a tree, exposing yourself on an open mountaintop, or being in a metal canoe on an open lake. Few people have survived to tell what it feels like to be too close to a bolt of lightning. There is danger of being hit by falling limbs or whole trees during a windstorm.

Trees with large, dead branches, trees that are diseased, rotten at the base, or dead, and a tree or a group of trees undermined by erosion in or near camp should be removed.

DANGER NO. 9—POISONOUS PLANTS

Commonest of the plants with poisonous juices are poison ivy and poison oak. They have compound leaves, three leaflets to the stem. The plant may grow as a series of leaflets coming out of the ground, as a low shrub sometimes reaching up as far as 25 or 30 inches, or as a climbing vine which could be the size of a man's thigh in diameter and treetop high. The seeds of poison ivy and poison oak are sometimes spread by birds. This means that poison ivy is very likely to grow below a tree in which birds commonly perch. Poison ivy prefers the edge of forests, or under lone trees because it likes semi-shade and cannot tolerate brilliant sunlight or deep shade.

Best preventions are education and elimination of the plant by poisons or by persistent and thorough use of a hoe or similar cutting, digging tools. One must remember, however, that the sap of the roots is as poisonous as the sap of the leaves or stems.

This sap or "varnish" has highly irritant qualities on the skin of most people. Unless this is removed by soap and water within 5 or 10 minutes after exposure, it will, within a few days, produce an intense itching with reddening and blistering of the skin and soon after this, open running blisters that itch terribly and are susceptible to secondary infections of several kinds.

A camper need *not* have direct contact with the plant to get poison ivy. He can get it from a dog or cat or by touching shoes or clothing or camping gear that have been in contact with the plant, or by breathing smoke of burning poison ivy or poison oak leaves.

Poison sumac is fortunately a much rarer (and larger) plant and is usually found in swamps, but its effects are equally drastic.

There are, of course, many plants that are extremely poisonous when taken internally. Some mushrooms and quite a few berries are in this category. The important thing is to have these plants clearly identified by knowledgeable persons and then avoid them. Unidentified berries should not be eaten.

DANGER NO. 10—INJURIES AND ILLNESSES

Into this area fits every one of the top 10 reasons for insurance claims and most of the miseries of today's camping. Common types of injuries and illnesses include:

Colds.

Preventions are proper clothing, food, and rest. In the organized camp, rest should be built into the program.

Falls

With 5.7% of the deaths in the analysis of death claims given earlier in this section caused by falls, this is obviously a serious cause of injury. Some falls are probably inevitable, but falls from rocky places or cliffs can be controlled by proper fencing and training. The chance of falls from trees can be reduced by sawing off the lower limbs and removing rotten trees and branches. Falls in and around buildings can be lessened by proper maintenance and supervision, and falls on the trails of an organized camp can be diminished dramatically by enforcing a rule that prohibits running on the trails.

Probably the most effective preventive of accidents is an experienced camp director or counselor, who knows children well enough to anticipate what they are going to do and thus can foresee potential accidents.

As one eliminates, or at least reduces, the incidence of falls, one also reduces the number of cuts, lacerations, abrasions, sprains, bruises, broken bones, puncture wounds, and infections.

An effective preventive of injuries and illnesses is a health system that includes:

1. A thorough health examination should be given by a physician before the child goes to camp. Although the best time to receive the examination is one month prior to entering camp, the child may receive it as much as one year before the camp season.

2. When the child reaches camp, he should receive a recheck by the camp's health staff.

3. The third defense is the health staff of the camp. Perhaps a doctor, and certainly a nurse, should be on the staff. If the camp lacks a resident doctor, a nearby doctor should be available on a contractural or agreement basis.

4. The fourth defense lies in the programs, which should be tailored to prevent the children from becoming too tired, and the supervision of the camp oriented to constant vigilance.

It is necessary to have an arrangement with the nearest hospital and to maintain a camp infirmary for treating wounds and providing semi-isolation for more serious illnesses. The infirmary should operate in a safe and sanitary manner. Transportation must always be immediately available so that if a child requires hospitalization, no time will be lost.

For the family camper, the availability of health facilities sometimes poses a problem, but the same kit of first aid supplies that the camp would have should be with the family camper, only on a smaller scale.

Just as important as an adequate first aid kit, however, is a trained health staff, supervised closely by an alert camp director, who has carefully worked out a standard operating procedure for emergencies. Telephone numbers should be prominently posted.

For camps away from civilization, a two-way radio-phone is useful. Some traveling camps have two-way communication between their busses or station wagons. Where a family is using a camper on its pickup truck, there should be wire communication between the cab of the truck and the body of the camper.

For the resident camp, prevention can be built-in: guard rails on the steps, immediate replacement of broken boards in floors or platforms, guy wires marked by white ribbons, visible white ropes holding up tents, fences at key locations, and level pathways.

During the planning stage of camp construction a consultant or camp director can be worth his weight in insurance. Hazards should be eliminated before they are built-in. Adequate insurance can avoid financial catastrophe.

The camp director should not accept a child into camp unless he knows whom to contact if something goes wrong. This also applies to a cross-country camp, and even to family campers.

In most agency organized camps, a regular report system informs the camp's national headquarters immediately if something goes seriously wrong in the camp. The camp's health staff should maintain a record of all camp injuries, even minor injuries, which might become major. The law requires that records of treatments be kept until two years after the child concerned has reached his "majority." (A Pennsylvania case established that a "child" can sue on his own after age 21, even though his parents may have settled a claim.)

DANGER NO. 11—EXPOSURE

Heat and cold are the major causes of injury from exposure. Sunburn is the most common type of heat exposure and can be extremely serious. Prevention, by staying out of the sun, is almost impossible with children, but adequate clothing and skin preparations will reduce or slow down the burning. When children are in the sun for many hours or days, they must not only be provided with proper clothing and sunburn lotion, but also with dark glasses. Heat exhaustion, which occurs in extremely hot weather, can be prevented by proper rest and control of activities.

Sunburn is not limited to hot weather. On a snowfield the burning might affect the eyes, which would produce snowblindness. Formerly sunburn from snow and snow blindness and even frostbite were unheard of in a camp. But with increasing numbers of people using the outdoors in cold weather and with 100,000 snowmobiles in use (in 1968), inevitably there will be an increase in deaths by exposure. If the riders of these vehicles fail to provide adequate sruvival gear and equipment to take care of themselves away from civilization in bitterly cold climate, they will be subject to serious hazards if their vehicles break down. Camping under extreme heat or cold requires far more staff orentation and training than camping under normal circumstances.

DANGER NO. 12—LOST

Leaders of parties heading into the wilderness must not only have a schedule of departure and return, but must notify the authorities who are in charge of the particular area to which they are going.

Parents on family camping trips and camp directors in organized camps must assume that every child has the potential of becoming lost and should have training in what to do if lost. Training should include not only the use of equipment, but the vital ability to force oneself to sit down, eat a candy bar, build a fire, do anything to prevent panic.

In addition, one should use every means to establish one's location—sounds, the slope of the ground, the direction of the wind, etc. Boys and girls should be taught the various methods of walking in a straight line in forests. The danger of traveling alone, separating from a companion, or the extreme danger of traveling at night must be emphasized. If no fire can be built, a bed of leaves or other kinds of shelter should be used and the lost victim should remain where he is until full daylight.

A compass is an essential item but the compass carrier should realize that the compass itself will not get him back to civilization. It will only enable him to travel in a consistently straight direction.

Also important are matches, a knife, adequate clothing, and a lightweight but sizeable piece of yellow, red, or clear plastic, which can be used as a cover, rain cape, blanket, or even a signal panel.

But training is the essential thing—training in observing the terrain, sounds, the location of the stars, and the direction of the wind; training in use of map and compass; and training to give self-confidence and ability to care for oneself.

Mr. DANIELS. How many camps have you given accreditation to during the past year?

Dr. KIRK. Just over 3,000. About 3,200 camps are accredited.

Mr. DANIELS. With regard to the remaining camps, why have they not been accredited?

Dr. KIRK. Some, for one reason or another, choose not to be members of ACA and some fail to meet the standards. We have a provisional category when a camp fails to meet standards it is placed in a provisional category for a 2-year period and they have the opportunity then to upgrade and to qualify for membership as an accredited camp.

Mr. DANIELS. How do you determine that a camp meets the standards established by your organization?

Mr. KIRK. Right now, we are using a scoring system which is being changed. We are going into a computerized system and field testing the new instrument this year which has been researched for 3½ years. With the document we have been using, there are eight categories, and I should say each item has been weighted on the basis of its importance or significance in the particular category and it is necessary for the camps to receive 65 percent of the possible points in each of the eight categories and an overall score of 75 percent of the total possible points in order to qualify for membership.

Mr. DANIELS. Who makes the determination as to whether or not they have achieved 65 or 75 percent of the points that they need in all of these various areas?

Dr. KIRK. We have a corps of trained visitors in each section, and we have 38 sections in the 50 States and they go to the camp with the instrument and the director also has a copy of the instrument and together they check the entire camp, and it is scored on the site and then the booklet is sent to the standards committee of that particular section for the final tabulation.

Mr. DANIELS. Do you have camp inspectors as well?

Dr. KIRK. We call them "camp visitors," yes.

Mr. DANIELS. Camp visitors. In your testimony you did refer to camp visitors.

Dr. KIRK. That is correct, yes.

Mr. DANIELS. So they might also be referred to as "camp visitors"?

Dr. KIRK. That is correct.

Mr. DANIELS. By whom are they paid?

Dr. KIRK. They are not paid.

Mr. DANIELS. They are all volunteers?

Dr. KIRK. Except in one section, eastern Pennsylvania has professional visitors and all of the other 37 sections use volunteers.

Mr. DANIELS. You said 3,200 camps had received ACA accreditation?

Dr. KIRK. Yes.

Mr. DANIELS. How many failed to receive approval or accreditation?

Dr. KIRK. Last year I believe it was 80 camps of those visited that did not make it for one reason or another. That is an educated guess because I don't have a breakdown. I think it is about 80.

Mr. DANIELS. Now, Dr. Kirk, there is very little data with respect to the number of deaths or injuries sustained at the camps, whether they be resident camps or day camps, or travel camps, as you refer to them. Do you know of any sources where the committee might apply

to obtain data with respect to fatalities that occur, unsafe conditions, unhealthy conditions, failure to subscribe to normal standards as to housing and health and so forth?

Dr. KIRK. These figures are extremely difficult to get. Insurance companies do collect this information, of course, but they are reluctant to release it. We managed at ACA to have two insurance companies release their statistics to us on a confidential basis, but I know of no other agency, private or public, that collects this kind of information. It would be very valuable to have and I think it should be available in order to upgrade the provisions of this bill, you can pick up many interesting things by collecting this kind of data.

The State of Michigan, and I am familiar with that program because I implemented it, for 5 years, has a requirement that with any youngster requiring hospitalization a report be submitted to the State Department of Social Service. During the 5 years I was with the State of Michigan, it was possible to pick up the patterns of accidents and then advise camps to discontinue or modify a certain activity to mitigate the onset of such an injury.

Mr. DANIELS. What was the injury experience in Michigan inasmuch as you do have a law where some reporting is done?

Dr. KIRK. Most of the accidents were dislocations, fractures, breaks, and in the 5 years we were there the only fatality was a counselor. We had no drowning deaths after the new regulations were adopted in 1960 and up until 1960 they were losing three or four children a year, that is from 1934 to 1960, and with the new regulations it went down to zero, which I think indicates the need and importance of a regulatory program.

Most accidents in camps, however, would be fractures, dislocations, burns, which represented carelessness around the campfires or some such thing as that.

Mr. DANIELS. I have a report from Health, Education, and Welfare which starts off with this statement: "It is estimated 250,000 injuries occur each year in youth camps in the United States, which require medical attention or restriction of activities for one day or more."

Would you care to comment on that statement?

Dr. KIRK. I don't know where they got their figure. They might have picked it up from insurance companies. They were probably more successful in getting this than we would be.

Mr. DANIELS. Well, this document states it is an estimate based on several sources.

Dr. KIRK. When you figure we have 7.5 million children in camps during the course of an 8- to 10-week season, this is probably a very fair estimate.

Mr. DANIELS. Do you recommend that a penalty be imposed and what would you prescribe as a penalty for failure to live up or comply with the standards?

Dr. KIRK. I think, well, let's assume the violation was in the area of waterfronts, I think the penalty should be such that the waterfront be closed or, if serious engough, you should be able to close the camp, revoke the license, and not let them operate if they endanger the lives of children. If a bill does not have teeth in it, it will not help.

Mr. DANIELS. By whom would this decision be made that a camp be closed?

Dr. KIRK. I think it would be made by the designated State agency, for example, the Department of Social Service, in the State of Michigan. During my 5 years in Michigan we closed three camps.

Mr. DANIELS. Under the Michigan law, the State agency has authority to close?

Dr. KIRK. Yes, revocation of license.

Mr. DANIELS. Is the camp owner afforded an opportunity for hearing prior to closing?

Dr. KIRK. Yes.

Mr. DANIELS. Would that be the situation even in the event there was, say, a dangerous or imminent dangerous condition existing?

Dr. KIRK. The camp would be closed and he would have a right to to appeal in a hearing.

Mr. DANIELS. The American Camping Association, does it favor such a provision?

Dr. KIRK. I can speak better for myself there. I would say "Yes." I think the majority of the members would favor it.

Mr. DANIELS. Well, I understand the House meets at 11 o'clock, so I will not ask further questions. I will call upon my distinguished colleague from Michigan, Mr. Esch.

Mr. ESCH. Thank you very much. I have a few questions. We do appreciate your coming to such hearings to give us what you have done in Michigan and perhaps Michigan is the epitome of what can be done in the area in an instructive way and would you not concur that the thrust of Michigan was through the full cooperation of the camping groups in Michigan and the camps, it was largely an educational program an identification with key areas of danger, being in terms of health and safety and then changing of attitudes and development, for example, of a waterfront program in Michigan, which has been a system that has been a unique one, I think.

Dr. KIRK. Yes; the approach we used in Michigan when we revised the regulations in 1960 was to appoint a committee of camping leaders, representing all of the groups, churches, Boy Scouts, Girl Scouts, and we met periodically and reviewed what was already in existence and attempted to tighten it up and modify. The regulations were proposed and promulgated with the full support of the camping fraternity in the State of Michigan.

Mr. ESCH. Would you concur it is an essential feature?

Dr. KIRK. I would say it is.

Mr. ESCH. Obviously we are not going to be financially able to have Federal control over all of the camps in the country in a given year because of the diversity problem, and we are not going to have enough personnel to personally supervise these camps.

So would you not concur that a geographical representation and an involvement by the legitimate camp owners and associations themselves would perhaps do more to minimize the safety and health hazards than anything else? What we are really saying is they need to be involved directly.

Dr. KIRK. I would agree with that statement.

Mr. ESCH. That is why the State advisory councils, as you suggest, would be important.

Dr. KIRK. Yes.

Mr. ESCH. Secondly, you made recommendations on travel camping which we recognize and which would be interesting. You recom-

mended very strongly a survey of camping laws. One item that the committee is suffering under, and I am sure your association is suffering under is the lack of specific information on regulations pertaining to camps throughout the country. Another misconception relates to health and safety of the individual camps?

Dr. KIRK. Yes. As far as a study is concerned, I can attest certainly to lack of evidence. My doctoral study was an analysis of the laws in the 50 States and mine was the first such study. We had to start from scratch. We had to dig to get the information out. That was in 1963 and it needs to be updated.

Mr. ESCH. Are you suggesting the primary purpose of the legislation might be to do that, it certainly would have to be a foundation?

Dr. KIRK. I think it would help in terms of promulgating meaningful regulations; this would be a provision built in, one of the facets of the bill should be an analysis of what is going on now and what is in existence and not in existence. Approximately half of the States have some kind of legislation at the present time.

Mr. ESCH. The other question, I guess, was one, and we have been furnished some preliminary information by the Health, Education, and Welfare Department, which indicates that the child may be more—well, rather which indicates the child probably is in no greater danger at a camp than at school, for example?

Dr. KIRK. I think this would be true; yes, sir.

Mr. ESCH. Well, we appreciate very much the American Camping Association's contribution and I am sure that any legislation that would be forthcoming should fully utilize your efforts and the efforts of other organizations directly involved and who have as one of their primary concerns the safety and health of the individual campers.

I think no one in the committee would say there is a lack of concern within the camping fraternity over the safety and health of the individual campers. I think that the component that we are concerned with is to what degree there should be Federal assistance in both intention and education and elements of standardization that would be of assistance in some way. I am hopeful that the legislation that comes out will be directed in that regard.

Thank you very much.

Dr. KIRK. Thank you.

Mr. DANIELS. Mr. Peyser, any questions?

Mr. PEYSER. Just a brief question. I noticed in seeing your camping safety book it is put out by the association?

Dr. KIRK. This is a new publication. Mr. Schmidt, our executive director, just completed it.

Mr. PEYSER. One of the things I am curious about in the booklet on camp safety is that there is nothing in here referring to anything about supervisory personnel.

Dr. KIRK. That is in the standards and those are just tips on programing, more or less program safety tips.

Mr. PEYSER. I don't have the report you indicate.

Dr. KIRK. But you do have this one?

Mr. PEYSER. Yes, I have that, but I don't see it in this.

Dr. KIRK. Under "personnel."

Mr. PEYSER. I see the personnel section. For instance, I notice in your magazine there is an ad "Why Rifle Ranges Are Valuable in Camps," and so forth. Do you cover under any of your safety regulations dealing with rifle ranges?

Dr. KIRK. Yes.

Mr. PEYSER. Is there anything that deals with that?

Dr. KIRK. Yes, we require, in fact, on page 9, at the top of the page there are standards for rifle programs, "Does the Rifle Program Comply With National Rifle Association Standards?"

In other words, we utilize the expertise of the National Rifle Association just as in aquatics we call upon the Red Cross. We try not to duplicate other organizations with more experience in given areas of specialization.

Mr. PEYSER. May I ask if all camps are given an opportunity to join your organization?

Dr. KIRK. Yes, if they can meet the standards.

Mr. PEYSER. I notice in New York State you have 315 camps registered in New York State based on this directory and there are over 1,000 camps in the State, and I am wondering, it is obvious that there are 700 or more that would probably meet most of the standards, but I don't believe we can assume that the 700 don't meet the standards.

Dr. KIRK. No; I don't think we can assume that either.

Mr. PEYSER. That is what I want to find out. Do you feel that that number or a large number of camps, say, in New York State would not meet your standards?

Dr. KIRK. Of this 700 that are not members, I would say that probably half would not meet the standards here. They would meet the health provisions of the New York State Health Department, but not the standards.

Mr. PEYSER. I would say if that is a fact, Mr. Chairman, that in the opinion of Dr. Kirk, that number of camps, say in a State like New York might not meet the standards is all the more reason for the great necessity to move forward on this kind of legislation.

Dr. KIRK. I said would not meet our standards, they may have operating standards of their own.

Mr. PEYSER. Yes; I say your standards are not that stringent that if they meet lesser standards, I would think they were not meeting adequate standards.

Thank you.

Dr. KIRK. Thank you.

Mr. DANIELS. Mr. Steiger, any questions?

Mr. STEIGER. No.

Mr. DANIELS. Mr. Biaggi.

Mr. BIAGGI. I have two questions. The paid visitors in Pennsylvania that you referred to, they are employed by whom?

Dr. KIRK. The Eastern Pennsylvania Section of the American Camping Association.

Mr. BIAGGI. Well, why does that section pay the visitors and the other sections do not?

Dr. KIRK. Because they have added a consultation service with the camp visit, for example, when a visitor goes into a camp in eastern Pennsylvania, they are required to stay overnight in the camp and do an in-depth and qualitative analysis of all of the program areas, whereas—well, let's take archery for example, Our visitor who has been trained to do the camp visitation for accreditation would be concerned primarily with the safety aspects of the archery program as opposed to the quality or the expertise of the instruction itself.

Do I make myself clear?

Mr. BIAGGI. Yes.

Dr. KIRK. So I think this would be one of the major differences of the eastern Pennsylvania program.

Mr. BIAGGI. That is consultation?

Dr. KIRK. Yes, sir; it is a package type program.

Mr. BIAGGI. The second question is in reference to the manner in which they are brought to the camp. My son goes to camp and I am happy with the transportation he received. I am comforted in thinking that he is safely transported, but how about the accidents that we read about periodically?

Dr. KIRK. We have a Standards Section on Transportation that our member camps are required to meet. Page 10 of this little booklet, which I think you may have, it covers the safety of the vehicle generally and also requires adequate liability insurance.

We do try to cover this in our member camps.

Mr. BIAGGI. Thank you, Dr. Kirk.

Dr. KIRK. Thank you, sir.

Mr. DANIELS. Well, Dr. Kirk, on behalf of the subcommittee I desire to express our thanks to you for your testimony here. It has been very helpful.

Our next witness is Mr. Russell Turner, Director of Camping and Conservation of the Boy Scouts of America.

STATEMENT OF RUSSELL TURNER, DIRECTOR, CAMPING AND CONSERVATION, BOY SCOUTS OF AMERICA

Mr. TURNER. Good morning, Mr. Chairman and members of the committee.

I have here literature that we make available in our training program.

Mr. DANIELS. You can refer to that, Mr. Turner, in your testimony, and at the appropriate time a motion will be made for it to be filed with the committee or for the record.

Mr. TURNER. Yes, sir; I can read from the prepared statement and have several comments to be added for the record.

The Boy Scouts of America has carefully studied the bill related to youth camp safety known as H.R. 1264, introduced in the House of Representatives January 22, 1971, by Mr. Daniels, a bill to provide for the development and implementation of programs for youth camp safety.

The Boy Scouts of America has long been concerned for the safety, health, and welfare of youth and as evidence of this present the following introductory statement:

SCOPE OF CAMPING IN THE BOY SCOUTS OF AMERICA

A. The Boy Scouts of America is chartered by Congress and reports to this body each year. Under this Federal charter the Scouting movement has an obligation to provide a specific program with established purposes and methods to every boy of the Nation.

B. Camping and outdoor activity is Scouting's "hallmark." It is the heart of the program and the reason why most boys join. It differs from camping by other groups. Troops and patrols camp together

under chartered and provisional adult leaders and with boy leadership clearly identified. Camping and hiking is required for advancement. The program is year-round with short- and long-term experiences, hikes, and Campways B.S.A. with over 2,000 group campsites used by touring groups.

C. The Boy Scouts of America has long established standards for the establishment and management of Scout camps. Selfpolicing action has been taken through annual inspections administered by regional personnel. These standards have recognized the need to meet local laws and regulations where they exist. Recently the device used has been called "par 100." Annually about 640 camps have been inspected. In 1971 we initiated the use of a new national standard camp rating. For the first time we have mandatory standards (26 required items to be certified at least 30 days before the camp opens). A copy of these standards is submitted as evidence.

Mr. DANIELS. If there is no objection, those standards will be filed in the record of this hearing and hearing no objection, it is so ordered.

(Standards follow:)

NATIONAL STANDARD CAMP RATING—1971

INTERPRETIVE STATEMENT

NOTE: This interpretive statement is to be used in conjunction with the "National Standard Camp Rating—BSA 1971," No. 20–111. Items referred to in this statement correspond to items listed in that form.

This statement will guide the appraisal team as it conducts the camp appraisal and help the council to do an increasingly better job.

These standards are established to encourage each council to take an honest look at its facilities, equipment, staff services, and program. There is no crime in being rated less than perfect. The real crime is to be so anxious for a perfect rating that weak spots are glossed over. Face up to the needs; if the answer is doubtful, rate a "no" score and take steps to correct the deficiency so there can be no doubt.

Study this "Interpretive Statement" carefully.

See "National Standard Camp Rating—BSA 1971," No. 20–111, for details related to standards.

PART I—MANDATORY STANDARDS

Item 1—Review results of this inspection as necessary.

Item 2—None

Item 3—No exception to this item. Medical examination and health history should be within a 1-year period. The new Health and Medical Record for Scouts and Explorers, No. 4410–71, may be used.

Item 4—With approval of medical advisers on the council health and safety committee, medical inspections may be conducted by nurses and other nonmedical help who are selected and trained by the camp physician. The only recheck examinations, which must be given by a physician, are those required when need for medical treatment or advice is found at the time screening is conducted. Medical attention for this small group (usually less than 5 percent) can be given by a physician at camp or by transporting those needing this recheck to a place nearby where a physician can see them.

Item 5—A case bound, sewn (not looseleaf), page-numbered, logbook of all cases treated in the health lodge is required. Medical supervisor checks the log during his scheduled visits. The camp director should see this record daily.

Item 6—Emergency transportation needs to be available at all times, but does not need to be in waiting for this exclusive use. Alternate transportation can be used and so designated.

Item 7—A licensed physician is responsible for general health supervision and has accepted this responsibility. He may live nearby. There is a schedule of supervisory visits to camp to confer with the nurse or first-aider. He is available on call. A resident physician would, of course, satisfy this requirement.

Item 8—Adult is 21-plus years of age and his or her qualifications must be approved by health and safety committee and health supervisor.

Item 9—Verbal agreements are fine, but too easily forgotten. If the hospital will not write, then all verbal agreements must be verified by a letter of understanding that the Scout executive or camp director writes to the hospital authorities. A current copy of this letter should be at the health lodge, in the camp director's file, and in the council office. It should verify the fact that all emergency cases will be promptly accepted by the hospital and that the health and welfare of boys will have primary consideration. It should also define arrangements made for settlement of financial obligations. *This letter is to be reviewed by the regional representative.*

NOTE: A map showing shortest and best route to camp is to be given to hospital.

Item 10—Refer to "Camp Health, Safety, and Sanitation," No. 3692, for guidelines.

Item 11—See "Aquatics Program," No. 12003, for these standards.

Item 12—The buddy plan is a *must* whenever boys swim, boat, or canoe, and in all aquatics activities.

Item 13—High standards in dishwashing must be maintained whether in a central facility or patrol sites. Standards set in these items are self-evident. Rinse-water temperature charts should be kept posted. (This does not apply to patrol cooking.) Plastic dishes require high-temperature rinse water with an additive to reduce surface tension of the water so that drying time is reduced. Local health officers should approve any chemical compounds used for disinfectant purposes. The sanitizing of eating utensils at patrol sites is satisfactorily accomplished by heating rinse water and using sanitizer tablets recommended by BSA.

Item 14—During summer operation, temperature charts posted and maintained daily will indicate effectiveness.

Item 15—Whether in the camp kitchen or on the trail, special care must be taken when reconstituting powdered milk. Water must be from a tested supply or must be properly treated. Container in which milk is mixed must be sanitary. Reconstituted milk must be used promptly and must be handled the same as fresh milk.

Item 16—A sanitary survey of the camp water supply and bacteriological tests must be conducted in advance of opening date so report is cleared before camp opens. Samples should be collected and laboratory tests made in accordance with requirements of state and local health department regulations. Periodic bacteriological tests should be made throughout the season (at least once each month). A careful sanitary survey of the source of the water supply is the key preopening step. State and local health authorities and regulations should be used to guide the council in establishing local procedures. A record of all laboratory tests should be maintained.

If the water supply is chlorinated, tests for residual chlorine content should be made regularly (at least once a day) and a record kept of the test results.

Item 17—All hot water boilers *must* be equipped with approved safety valves.

Item 18—Trucks, service vehicles, and passenger cars used in connection with camp must be in good mechanical condition for safety's sake. Brakes, wipers, lights, steering, horn, and tires should be checked by a competent mechanic. Those staff members authorized to drive camp vehicles must have mature, good judgment and be properly licensed according to state law. No passengers are transported in trucks, except in the cabs. This applies to *ALL* vehicles licensed or unlicensed.

When motorboats are used for transporting campers or visitors to and from camp, boat safety rules, state and federal laws, and U.S. Coast Guard standards must be followed.

Item 19—None.

Item 20—Check garbage disposal if located at the campsite. Concrete slab garbage platform with hot-water outlet and proper drainage plus clean, covered cans are essential, as is daily disposal of all waste. Be familiar with state and local sanitary codes.

Item 21—This should involve a visit to the camp by local fire control authorities to check facilities and result in a working agreement with them.

Item 22—Local fire authorities should establish the location and type of fire equipment. It is recommended that fire drills be held at least once each week.

Item 23—Prior to the opening of camp the council health and safety committee is to inspect the entire range, review operating practices, qualifications of range officer, and give its approval for operation. The camp appraisal team then certifies that there is complete compliance in layout, operation, and supervision before official approval and certification. Refer to "Field Sports," No. 12020.

CO_2 rifles used on approved ranges are an acceptable substitute for the standard .22-caliber rifle range. Check state law first.

Item 24—In the case of multiple camp reservations, camp directors qualify if they have management or program director certification. In this case, the reservation director must hold the necessary management certification.

Camp director is at least 21 years old with National Camping School certification in management plus 2 years of experience.[1] Certification can be expired. Experience may be in such positions as business manager, commissary operation, Scoutcraft skills, program director, camp commissioner, aquatics director, etc.

Item 58 calls for *current* certification and two seasons of prior experience in order to be rated as a National Standard camp.

Item 25—He may hold an expired certification but must be 21 years of age. Refer to item 60—current certification is required.

Item 26—If not currently registered, all male staff members should be registered by the council as a "Camp Staff Member," which is an authorized title.

PART II—FACILITIES AND OPERATING STANDARDS

Troop site facilities

Item 27 through 34—The ideal method of Scout camping is the chartered troop camping by patrols under its own adult leadership. It is most ideally done when each troop has the privacy of its own site with enough space, so that patrols may be clearly identified. A sheltered table and benches for each patrol provides an activity as well as a rest center for the patrol. A 12- by 16-foot tarp is recommended for shelter, although the standard tarp tent may suffice. The larger tarp is most important when patrols are cooking their own meals. In this case an additional cooking tarp (10 by 10 feet) is recommended—it identifies the patrol site. When patrol feeding is featured, this spot becomes the patrol "family center." Protection from the elements is provided by the shelter.

With normal terrain, troop sites should be at least 450 feet apart—center to center—and should include flagpole, campfire area, bulletin board, toilet facilities, and washstand. The same principles hold for provisional troop campsites.

When modern troop sites are properly designed on 3 to 4 acres with patrol separation, it is possible to approve two small troops using the same troop site area.

(Item 32) Check especially sleeping quarters in cabins and lean-tos. Two-boy tentage is recommended.

Food service

Item 35—None.

Item 36—It is recommended that these be cupboards or drawers and are free of flies and other insects. At patrol cooking sites storage should be in the patrol food box.

Item 37—All kitchen personnel should be neat, clean, and wear clean clothing. White clothing is preferred in camp kitchen. Women should wear hair nets. Personnel with cuts or sores on their hands or with colds or sickness should not be on duty unless the medical supervisor gives approval.

Where patrols are doing their own cooking, boys preparing and serving food should adhere to rules of cleanliness, be neat, clean, and wear a clean apron or towel covering waist. Staff members who issue food should appear clean and neat, and are considered food handlers.

Item 38—Are they? Really are they clean? In buildings check corners, slicers, pots, pans, utensils, floors, cupboards, tables, sinks, windows, meat grinders, ranges, and rafters for loose dust, dirt, and food particles.

Item 39—Feeding boys in camp is a big, important business. Food helps to establish the morale of the camp. Review the menu and see steps in preparation. Are boys happy about the food served? "Family-style feeding" is our accepted practice because of the fine social values inherent in this plan. All of these items can be applied to feeding no matter where or how troops are served. The menu used should be approved by a dietitian and posted in the kitchen, and in the case of patrol cooking or a heater-stack operation, on the troop bulletin board. Cafeteria food service is accepted practice if each troop eats together by patrols and observes grace before meals. Mealtime should not become a race with time.

[1] This mandatory standard of 2 years of previous experience is to be required in 1973. Until then the region may make an exception if, in its judgment, such an exception is in the best interest of the Scouts who will participate in the program offered. This deviation must be approved in advance of camp opening by deputy regional Scout executive.

Food preparation in summer camp happens at its best as part of the troop program. In this outdoor setting, supported by staff resources, every boy should learn the simple skills of outdoor cookery. Menu building, food ordering, and cooking place a premium on the teamwork of good patrol organization. This experience may come in several ways:

1. One-meal cookout
2. Patrol-issued food service at troop site
3. Trail trips—afoot or afloat
4. Outpost camping

Members of the program staff have the responsibility to supplement troop leadership when necessary to train and coach patrol cooks in the skills of camp cookery. Since this is a training cmap, a minimum of three patrol-cooked meals per week is desired.

Boys should have the opportunity to learn how to plan menus, determine food lists, and share in ordering food in correct amounts. When the camp program has been developed to a point that *most* of the patrols cook at least three meals, item 87 requirements are met.

Item 40—We recommend a 2-week cycle menu to provide variety especially for those who camp longer than 1 week. This is especially important for camp staff members.

Health

Item 41—Water in a swimming pool needs daily checking—be sure all state and local regulations are adhered to.

Lake, stream, and other natural bodies of water used for swimming should have the approval of the proper state health services.

Item 42—These numbers should be posted at the camp phones or—if there is no phone—in the camp office, so that staff may have them readily available for emergency calls from the nearest telephone. Numbers should be clearly posted at all camp phones and large enough to read with limited lighting conditions.

Item 43—Boys need water to drink. The camp should provide for a supply of cool or cold water. Drinking fountains must be of an approved design, factory made specifically for drinking only. The alternative is to provide paper cups at drinking places. Such places should be located at all troop sites and in or near all central camp facilities such as activity areas, near administration buildings, waterfront, trading post, and health lodge.

Item 44—These may be centralized facilities. A procedure should be established for their orderly use and maintenance. At least one hot shower per week is minimum. In southern climates, comfortably warm water is acceptable.

Item 45—Visitor's toilet and hand-washing facilities for men and women are essential and should be provided near the picnic and/or parking area.

Sanitary facilities for campers near or in central camp program areas, including waterfront, will help maintain good health practices. In both types of facilities special attention to daily housekeeping is needed.

Item 46—Every troop site is to have toilets and urinals as noted. In each case, handwashing facilities shall be adjacent to toilets. Cooks and staff should each have separate facilities.

Check each point: Do seat covers close tightly? (they must be self-closing) Is this facility flytight and cleaned daily? Is latrine box properly vented?

Item 47—Responsibility rests on those camps where state laws *do not* govern pesticide use. In any case, the BSA recommends *NOT* using the following: DDT, Adlrin, 2,4,5-T, Dieldrin, Endrin, Heptachlor, Lindane, Toxaphene, Amitrol, arsenical compounds (inorganic), Axodrin, Bidrin, DDD (TDE), mercurial compounds, Strobane, Thallium Sulfate, and Parathion.

Use and storage of *any* pesticide should be done strictly according to the instructions on the label.

Disposal of unused pesticides or containers should be made upon the recommendations on the label, from the supplier, or the Extension Service (county agent) in a manner that does not create a hazard to others and the environment.

For substitute recommendations of pesticides for insect or vegetation control consult State Wildlife Department, Soil Conservation Service, or the Department of the Interior (Bureau of Sport Fisheries and Wildlife).

Item 48—Is there evidence of daily "good housekeeping"? Trash barrels are available and used; storage areas are neat and clean; trails and roads are free of paper and trash; equipment is neatly stored; general appearance is good. Look behind, under, and off the beaten track.

68-130—71——8

Safety

Item 49—Reference should be made to the Camp Fireguard Plan, No. 19–114, published by the Health and Safety Service. The *local plan* should conform to the approved procedure recommended by local fire authorities.

If fire permits are required they are posted.

Item 50—Fire extinguishers are of the approved type and in adequate numbers at locations in all fire-hazard areas. Check "refill" or "inspected" dates. Central fire-fighting equipment is in good condition and ready for use; including hoses, back pumps, rakes, shovels, mattocks, etc. All doors on buildings where people gather or are housed, should open "out."

Consult your local fire authorities for the amount and placement of all fire-fighting equipment.

Item 51—All liquid fuels present a potential fire hazard. They shall be labeled and kept in locked storage, under control of one adult staff member.[2] Liquid fuels are not used for lights or cooking. There are no flame-type lamps used in tents; kerosene lanterns may be used for latrine night lights.

Item 52—The use of staff owned vehicles on or off council site should be controlled by camp director through precamp staff understandings.

Camp staff

Item 53—Staff members under 18 must be registered in a troop or post.

Item 54—A good camp staff manual will include job specifications. *This information should be produced for review.* If letters of employment specify responsibility these may be accepted as a substitute.

Item 55—Required for credit is a planned program of training covering the equivalent of 3½ days for all members of the staff. This should be conducted by the key staff men trained by the National Camping School. Ask to see the program and schedule.

Item 56—Resident chaplain service plays a vital role in the spiritual growth of both campers and staff members. Chaplain service may be arranged through religious advisory committees. Such service should be provided even though the camp may not operate on the Sabbath.

Item 57—A counselor in training program is in no way a requirement; however, if counselors in training are used, there must be an established training program with an adult coordinator.

Items 58 and 60—Minimum requirements for camp leadership are stated in mandatory items 24 and 25. Stated here are the preferred requirements. Also see explanation for items 24 and 25.

Item 59—Participation and certification in a National Camping School within 5 years is a minimum requirement. The program director must be certified in the program directors or Scoutcraft activities courses. He must be at least 21 years of age.

Item 60—Credit is given for the aquatics director who holds an unexpired certification.

Item 61—Council camping and advancement committees, with the advice of the camp director, decide what are the outdoor merit badges.

The council provides adult merit badge counselors for the outdoor merit badges. Council advancement committee should approve the list of merit badge counselors. The outdoor merit badges referred to could include most of the following:

Cooking	Hiking
Swimming	Fishing
Camping	Soil and Water Conservation
Rowing	Forestry
Weather	Rifle and Shotgun Shooting
Lifesaving	Wildlife Management
Nature	Archery
Canoeing	Bird Study
Pioneering	Conservation of Natural Resources

Certain special program features offered at some camps may include merit badges such as: Horsemanship, Motorboating, Leatherwork, Reptile Study, Botany, Insect Life, Small-Boat Sailing, Water Skiing, etc. There are some camps by virtue of their location that could not offer many of the above. Example: high-mountain camp with no waterfront facilities—the aquatics program and its merit badges would be out.

[2] Council health and safety committees may modify this policy for adult use only in accord with 1970 policy modification.

Item 62—Plan A: The program staff includes these positions filled by qualified, mature adults 21 years old or older.

Program director
Camp commissioners—One to every three or four troops
Sports director
Aquatics director
Ecology-conservation director
Rifle range officer

Example: Troop sites	Staff needs
6	8
8	10
10	12
12	15
14	17

Plan B: Total program staff should be equivalent to number of troops (chartered or provisional) in camp multiplied by 1¼. Enough staff should be employed to serve needs during the camping periods of greatest population. At least 50 percent of this group should be adults. Do not include here young men serving as counselors in training.

Either plan is acceptable. In the case of a small camp, one man could hold two positions at the same time under Plan A.

Item 63—Alternate training includes college students or teachers who are trained in such fields as forestry, soil and water, fish and wildlife, earth science, ecology, environmental specialties, etc.

Item 64—These men should be adults skilled in troop operation and camp program. They should be graduates of the National Camping School.

Adult (21 years old plus) members of the staff have specific assignments to specific troops in camp with an established commissioner relationship understood by all. This is not an incidental part of the staff member's responsibility. He plays a primary role in helping the troop leadership conduct a successful and happy program in camp. If he is to be a success in this role, he *must* not have any other duty than that of being a camp commissioner to three or four units. One exception—if qualified—he could also serve as a merit badge counselor.

If rotated volunteers are used, they should have precamp training in the task of the camp commissioner. Training outlines are available from the Camping and Engineering Service.

Item 65—This information can be obtained from the district Scout executive or district commissioner. See form on page 29, "Summer Camp Program," No. 12002.

Item 66—*Staff sets the pace.* Correct uniforming by camp staff sets a tone for the camp and identifies it as a Scout camp. Uniform is the official summer uniform with knee-length stockings, shorts, roll-collar shirt or V-neck shirt with neckerchief. It should be worn while staff is on duty (exceptions at waterfront) and at meals. Applied "horse sense" would make exceptions to this for special tasks and extremes in weather, etc. Camp directors set the example. Uniforming should be made clear as part of the employment agreement.

Troop leadership

Item 67—This standard is important and should never be violated by the council when provisional leadership is provided. Assistants may be under 21 but should not be under 18 years of age.

Item 68—Precamp training and program planning sessions with troop leaders are most important to the success of troop program. Such sessions must be followed by at least two camp-wide leaders' meetings. The first should occur soon after troops arrive in camp. Its purpose is to be sure that all leaders become familiar with services available, staff help, facilities, and to take the remaining essential steps in coordinating all program features of troops as well as camp-wide events. Subsequent meetings provide opportunities to both check progress and plans and provide fellowship. Refreshments are in order at all such sessions.

Item 69—Troop leaders have a full-time responsibility with their own boys and should not be burdened with other duties. The camp staff has the responsibility of working with troop leadership to the end that every boy will have a purposeful and happy adventure in camping. A troop is not under its own leadership if it hires a man from outside the institution to go to camp with unit—this is provisional leadership. Nor is it under its own leadership if it camps with another troop. A troop whose leadership changes every other day renders a poor program to boys—this type of leadership should be discouraged.

Item 70—Training for troop leadership before and during the long-term camp is essential. To qualify for this item the council must provide in a formal way, or through personal coaching, a complete training experience in leadership and program for long-term camping. Precamp training may be done though one or more of the following methods:

The outdoor program course;

Troop leadership training in camp over a weekend, involving adults and key junior leaders for the troop;

Special in-town sessions—including time at roundtables;

In-camp training, both formal (camp roundtables) and informal (commissioner service), is a must;

Personal coaching.

Item 71—None.

Item 72—Tone of camp is enhanced when Scouts are in uniform. Better uniforming will result when staff sets the example. While not a requirement for membership in the BSA, the uniform is an important part of the program. A regular uniform in camp will enhance the Scout program. (See item 66 for more detail.)

Program

Item 73—Good troop program is a product of the action taken by boys in patrols and by their patrol leaders meeting with the Scoutmaster and senior patrol leader to decide on and plan programs that reflect the desires and interests of boys. These planning meetings are important to the success of the troop program in camp. The camp staff has a major responsibility to be sure that every troop has an effective, well-balanced program. This is primarily a commissioner's function.

A troop camp program is ideally initiated weeks before the troop arrives at camp. A camp leader's guide, containing ideas and procedures for the troop to follow in building its program, is evidence of helpful program service. The troop program should include a balance of activities that will meet the needs and desires of individual boys, patrols, and the troop. Camp program should be flexible and provide for personal relaxation of boys.

Item 74—"Summer Camp Program," No. 12002, carries a detailed agenda.

Item 75—After patrol and troop programs are determined, it is important that all members of the troop are informed. Posting programs on troop bulletin boards is an evidence that there is a planned program.

Item 76—These program experiences will include opportunities for individuals to gain experience in learning and passing Second and First Class tests and merit badges and being reviewed for and receiving recognition for achievement.

A part of these planned experiences includes opportunities for patrols to plan and carry out their own activities.

Item 77—None.

Item 78—The camp chapel or chapels should be located away from the busy activity areas of the camp, yet convenient enough to make them readily accessible. They are available for formal worship, rest, and meditation. Facilities should be simple in nature; seating should be simply designed.

Lectern and altar are designed to meet the needs of the religious faiths and fit into the natural surroundings. In a Scout reservation these facilities may be shared by more than one camp.

Item 79—Camp-wide program events play an important role in the troop program. Colorful, purposeful special events actively promoted by camp staff become program highlights for boys. Such events lend sparkle to the troop program when the selection of such features is a part of the democratic action of the camp roundtable and troop leaders' council. Balance in number of such events is important—more than two should be questioned.

Item 80—Check camp daily time schedule. Adequate bed rest is essential to good health.

Item 81—Equipment, facilities, and layout for these areas, are explained in the following:

"Summer Camp Program," No. 12002

Scoutcraft Activities Charts:

Activities and Demonstrations on Troop Sites, No. 12007.

Find Your Way—Tracking and Trailing, No. 12008.

Woods Tools, No. 12009.

Ropes, Knots, and Pioneering, No. 12010.

Living in Camp—Campcraft, No. 12011.

Things To Do in Nature and Conservation, No. 12012.
Scout Camp Waterfront, No. 12021.

These facilities and related equipment are intended to provide training and activity helps for troops in camp. Equipment may be used in one of these designated areas or it may be made available for use at troop sites, on the trail, at outpost camps, or in an appropriately located area in or near the troop campsite. In this way, capacity of an activity area need not be a limiting factor in helping troops and providing an effective program opportunity for boys. These activity areas may be duplicated in several decentralized locations in a camp.

Item 82—The present advancement program requires a Scout to do a separate conservation project for each rank advancement. The period at camp is a very opportune time to accomplish these requirements, at the same time doing a Good Turn for conservation and the camp. A list should be posted on troop bulletin boards.

Item 83—This trail should be a learning experience. Ecology Signs, No. 7167, are available—includes instructions in trail layout; can be used with appropriate Nature Trail Signs.

Item 84—The council provides facilities, equipment, and staff for outpost camping. Special features could include fishing, canoeing, Indian lore, survival, etc.

In the controlled setting of a well-organized, equipped, and staffed long-term camp, there should be opportunities for troops to learn the skills of hiking and trail camping. Outpost camps carefully located to include the lure of special program features will enrich the adventure, fun, and personal fitness values of the long-term camp. They may be nearby or faraway. Safe water and sanitation should be available at the site. Permit to use off-council site outposts should be in writing. A 12-troop campsite should have four outpost camping areas.

Items 85, 86—Camp should be a learning experience. Equipment and trained staff is essential to success.

Item 87—See paragraph after item 39—"Food preparation in summer camp . . . ."

Item 88—See evidence that the six Scoutcraft Activities Charts, numbers 12007 through 12012, are in us in troop sites. They may be drawn from the camp commissioner. These Scoutcraft activities are naturally related to program at patrol and troop sites, or in nearby areas. They are devices used by troop and camp leaders to assist in teaching boys Scouting skills and activities. They should be individually mounted and used at the location of the specific activity as needed. They are not permanently mounted on latrines and troop site bulletin boards. Ideally every troop should have and use these charts for instruction purposes.

Item 89—None

Item 90—A well-rounded aquatics program requires trained staff leadership. The camp staff should include members who are expert in these fields: swimming, boating, canoeing, and any other special fields for which the camp provides facilities and/or equipment such as sailing, water skiing, skin diving, motorboating, etc. These men should be trained through the National Camping School or an acceptable equivalent. Size of aquatics staff will be influenced by the size of the camp as well as program specialties available.

Items 91, 92, 93—None. Reference: "Aquatics Program," No. 12003.

Item 94—The Safe Swim Defense plan involves these steps:

1. Medical examination.
2. Trained supervision.
3. Safe swimming area.
4. Lifeguard.
5. Lookout.
6. Ability groups.
7. Buddy plan.
8. Good discipline.

All troop leaders should be trained to carry them out and given at least one chance to practice with their own troops under staff supervision.

The camp should be issuing certification to adults who qualify in conducting safe troop swims.

Item 95—None. Reference: "Aquatics Program," No. 12003

Item 96—Positive control in the swimming areas is required. *There should be no compromise in these requirements.*

The general swimming area is defined by buoy markers. Float lines are used to enclose the nonswimmer and beginner areas. The lookout tower or vantage point must be located so the guard may see the entire swimming area without turning his head.

Items 97, 98, 99—None. Reference: "Field Sports," No. 12020.

Item 100—The suggested hunter safety course is the same as that recommended by the NRA. Charts and information are not available in BSA materials. See NRA Hunter Safety Course material available from National Rifle Association of America, 1600 Rhode Island Avenue, NW., Washington, D.C. 20036.

Item 101—None. Reference: "Field Sports," No. 12020.

Item 102—All facilities and practices in archery meet the safe standards outlined in "Field Sports." Bows and arrows are lethal weapons when improperly used. The camp must provide a locker or cabinet that can be securely locked. Only the approved instructor should have access to the key. This storage may be in a central program facility or at the range.

Qualified supervision is as important in archery as in riflery. This may be carried out by a competent young man 18 to 21 years of age under adult guidance provided by the program director or a member of his staff. Minimum state requirements must be satisfied if these standards do not cover same.

Check "yes" only when the camp meets all standards listed under this item.

Items 103 through 105—None. Reference: "Field Sports," No. 12020.

Camp administration

Item 106—These plans are to be reviewed:

Development plan—This is a drawing, usually prepared by the Camping and Engineering Service, that shows all proposed development on the property. This plan is very carefully developed and should be adopted by the Executive Board in order that "whims of transient leadership" can be guided into sound planning and development.

The conservation plan is used in the preparation of the development plan and should be coordinated with it at regular intervals.

(Note on long-range plan: The long-range plan is prepared by a special planning committee of the council, using "BOYPOWER '76 and Your Long-Range Plan," No. 4483.)

This council has developed and adopted a long-range plan which includes a projection of lands needed for the next 40 years. Yes ------ No ------. State council action toward acquiring projected land needs: ---------- ---------- ----------

Item 114—Refer to "Managing the Council Outdoor Program," No. 12001. To determine if the council camp properties have a conservation plan, apply these seven questions. *If all seven answers are "yes"* then the council has *met the requirements for* item 114. Seven "yes" answers, and you have a plan.

1. Plan written with the assistance of appropriate federal or state agency or qualified professional conservationist from private business or organization.
2. Plan includes basic soil capability map and interpretations of basic soils information for use of land for recreation, including intensive camping sites, roads, intensive play areas, waste disposal, hiking trails, etc.
3. Plan includes layout and program for rotating patrol sites according to recommendation of Camping and Engineering Service and soil conservationists.
4. Plan includes vegetation management plan (grassland or forest).
5. Plan includes wildlife management plan.
6. Where applicable, plan includes fish management plan.
7. Plan includes a 5 to 10 year schedule for accomplishment, with a year-by-year breakdown of projects with cost estimates.

Item 115—Review the plan with the council chairman.

Item 116—A review of this plan and how it is handles will be of value to the appraisal team and the camp director.

Item 117—See policy statement on page 52 in "Managing the Council Outdoor Program," No. 12001.

Item 118—This plan should be reviewed and approved each year by the council Executive Board. "Outreach Camping," No. 20–101, available from BSA is the best basic text in this area.

Item 119—Concern for insurance should be checked against information in "Managing the Council Outdoor Program," No. 12001.

Item 120—This is a quality indicator and should help the council improve its program.

Mr. TURNER. Our outdoor program and related standards are recorded in the following manuals:

National Standard Camp Rating 1971; Tours and Expeditions (3734); Camp Business Management (12005); Summer Camp Program (12002); Field Sports (12020); Aquatics Program (120003); Camp Health and Safety (3692); Campsites and Facilities (3679A); Managing the Council Outdoor Program (12001).

Mr. STEIGER. Mr. Chairman, I ask that all of the publications which the gentleman has be filed with the committee.

Mr. DANIELS. Without objection, it is so ordered.

Mr. TURNER. Thank you.

Training plays an important part in establishing program effectiveness. Troop leaders are trained. Regional conferences and seminars are conducted to train 495 local council camping committees. National camping schools are conducted for camp staff members with four in the winter, 14 in the spring and a total participation annually of 1,700 to 2,000 in the following special areas: Management; program—scoutcraft, campcraft, field sports; aquatics; swimming; lifesaving; boating, canoeing; and safe swim defense.

A staff of 12 trained men on the National Camping and Engineering Service staff give year-round guidance and leadership to the national program as it is administered in local communities. A staff of two in the National Health and Safety Service give constant guidance to all phases of health, safety, and sanitation.

There is a regional staff of over 100 men working with 495 local Boy Scout councils. These trained men inspect over 640 camps annually. Hundreds of coached volunteers help. Over 750,000 boys participated in long term—6 consecutive days or more—camping experiences in 1970.

Local councils are staffed with over 3,800 professionally trained fulltime career staff. There are annual precamp inspections by volunteer health and safety committees in these local councils. These committees have a total membership of over 10,000 men carefully selected from experts in this field. Local council camping committee personnel total over 16,400 men.

The Boy Scouts of America administers a tour permit system for all traveling groups. These include tour permits issued by local councils for nearby trips and national tour permits issued by regional and national offices. About 500,000 boys and leaders participate in over 35,000 local and national tours.

The Boy Scouts of America believes in adequate standards to safeguard children in camping and provides for this in its annual program. This is a year-round task in which over 125 trained and experienced national staff members give guidance to local council personnel.

The Boy Scouts of America works cooperatively with many national and local agencies and organizations, including the American Camping Association. However, because of our chartered responsibility we do not delegate other groups to speak for us. Comments and recommendations on H.R. 1264:

Page 2, section 2, lines 1 and 3: We recommend that State recreational camps be added. I think this is in support of the statement made by Mr. Kirk.

Lines 15 and 25: Change to read "5 consecutive days or more."

Page 3(2): We believe this statement is too definitive. In its present form the Secretary would be required by law to establish standards in the listed areas. We recommend that this section be worded as follows:

> The term youth camp safety standards means criteria related to safe operation of youth camps so as to protect the safety, health, and well-being of youth while living in camp and participating in its program.

This wording permits the Secretary to call on the experts of the Advisory Council on Youth Camp Safety—section 10, page 9—and consultants to establish minimum standards with flexibility to meet the needs of all types of camps.

Page 3, section 4: To be helpful, the Boy Scouts of America submits as its standards and offers the services of its staff to work with the Secretary and others in the establishment of standards.

Page 4, section 5, lines 9 and 21: "Other than travel camps" as noted on these two lines, is an exception from State control, and has a relationship to section 7, page 7, lines 22, 23, and 24. This appears to mean that the secretary will establish control and enforce all travel camp regulations including intrastate as well as interstate and international tours of 5 consecutive days or more.

Over the last 20 years the Boy Scouts of America has developed and implemented a system of local, national, and international tour permits. This is supported with a manual "Campways, Tours, and Expeditions" in which standards are established and administered through 495 local councils, 12 regional offices, and the national office of the Boy Scouts of America. In excess of 2,000 approved group campsites for touring groups are listed and a system of reporting is in effect.

We believe this bill should provide for the secretary to permit qualified agencies to certify their own travel camps. I should like to

add here we support the American Camping Association's recommendations made in previous testimony on travel camps.

Further, we recommend that intrastate travel camps come under the jurisdiction of the several States and that qualified agencies be permitted to certify their own travel camps.

Page 4, section 5(b), line 17: We recommend that a new item (2) be added and that the rest of the items be renumbered (2) to read "provides for an advisory committee to advise the State agency in the development of youth camp regulations as well as the inspection and certification based on established standards under the State plan. This advisory committee shall include among its members representatives of State agencies concerned with camping or programs related thereto and persons representative of professional, civic, other public and nonprofit private agencies, organizations concerned with organized camping."

Page 7, section 7: The Boy Scouts of America resists Federal control as implied in this section.

We recommend that States be required to set up and administer minimum youth camp safety standards (regulations) in accord with Federal guidelines and to use the incentive of up to 90 percent Federal subsidy to accomplish this procedure.

Page 8, section 9: We recommend that all State recreational camps be included.

Page 9, section 10: The Boy Scouts of America offers its services to the secretary in providing resource personnel on the advisory council.

CLOSING COMMENTS

Federal legislation, if enacted, should provide flexibility essential to meet the varied program needs of a wide variety of camping and at the same time carry out the intent of the bill to assure a safe, wholesome camping experience for youth.

I should like to add here the Boy Scouts of America support the intent of this bill. To this end the advice and counsel of competent, representative advisory councils at Federal and State levels is imperative.

Mr. DANIELS. Thank you, Mr. Turner.

Mr. Turner, I would just ask one question of you. Are you familiar with the case where a young Boy Scout from Albuquerque, N. Mex., went boating in the State of Utah? In spite of the fact that the camp guide or the director or scoutmaster was advised that the boats were inadequate for use on that river, the group nonetheless went into the river. One boy lost his life and several others were injured.

Mr. TURNER. I am sir. Unfortunately with all of the legislation that we enact, you can't legislate good judgment and this was purely a case of bad judgment.

Mr. DANIELS. On the part of whom?

Mr. TURNER. On the part of the leadership of the group. You get shook up, you know, on a thing like this.

Mr. DANIELS. To your knowledge what has been your experience with reference to fatalities and injuries suffered by Boy Scouts annually?

Mr. TURNER. This ranges somewhere in a figure—and I don't have figures for men and boys—but we have men who have died

from heart attacks by just exposing themselves to carrying stuff into a car, for instance. A man my age overextended himself physically and a heart condition gets him. We have a number of those.

I would guess that in boy accidents right now we are in the neighborhood of about 25 or 30.

Mr. DANIELS. 25 or 30?

Mr. TURNER. In a year, yes.

Mr. DANIELS. Are they Boy and Girl Scouts?

Mr. TURNER. No, just boys. We have no relationship to the Girl Scouts.

Mr. DANIELS. Where are these statistics maintained?

Mr. TURNER. We have the statistics in our office on serious and fatal accidents.

Mr. DANIELS. Can they be furnished to the committee?

Mr. TURNER. They can be made available to the committee. I do not have them with me.

Mr. DANIELS. Are there camps located in all parts of the country and do you maintain a record?

Mr. TURNER. Yes, we have a system of accountability and reporting on serious accidents and fatalities.

Mr. DANIELS. Now, with respect to accidents, what type of accidents are reported? Are all accidents reported? You mentioned the word "serious" now.

Mr. TURNER. When I talk about "serious," an accident that could lead to infirmity or death. For instance, if a boy uses an axe and cuts his foot, it is a serious accident, but not the type of accident that would lead to a fatality and is not reported.

Mr. DANIELS. Do you require that every accident which requires medical care and attention or hospitalization to be reported?

Mr. TURNER. No; as I said, we don't because a good many camps, and we have a provision in the mandatory standards agreement with a local hospital and if the hospital is within 5 or 10 miles of the camp, our policy is to move the boy into the hospital even in a case of high temperature for 2 or 3 days, and we don't keep him in the camp unless there is a medical doctor in the camp.

Mr. DANIELS. You move him directly to the hospital?

Mr. TURNER. Yes; that is one of the requirements and also there is a daily health log maintained.

Mr. DANIELS. Does your Boy Scout headquarters then receive the reports?

Mr. TURNER. We do not collect those 400 and some books though. They are available locally and they are maintained as part of the official record in a local scout council.

Mr. DANIELS. Why wouldn't national headquarters be concerned?

Mr. TURNER. We are concerned in this situation.

Mr. DANIELS. If an injury or illness is serious enough to warrant hospitalization or medical attention, it would appear to me that such an action or accident or illness should be reported.

Mr. TURNER. It is a matter of record in the local council. For instance, as a leader, if I should be using a knife and cut my hand and have to have three stitches in it and I then have been treated at the hospital and it is reported in the camp's health logs and if a medical doctor is on duty at the camp, he then writes the treatment down and takes care of it.

Now, I have already gone to the hospital and have been treated. This is a hospital case but we don't require this be sent to the national office.

Mr. DANIELS. Suppose there is an epidemic of mumps, which was either serviced by a doctor or someone else?

Mr. TURNER. Whenever health authorities are involved, we get a report.

Mr. DANIELS. I am interested in the recording aspects.

Mr. TURNER. Wherever local health authorities are involved, we get a report, such as in epidemics or food poisoning cases.

Mr. DANIELS. To clarify this in my own mind, what particular fatalities or accidents are reported to headquarters?

Mr. TURNER. All of those that lead to physical disability in the judgment of the local hospital or fatalities are recorded within the first 24 hours. We get a telegram on those. The subsequent followup of that is a telephone call from our health and safety officer and the home office to the local council scouting section, we get a verbal report from him followed up by a detailed written documented statement. This procedure is defined in this Camp Health and Safety Guide.

If we wished, we could pull together 495 health logs, for instance, which are maintained locally and we have a printed booklet, pages specifying the name of the boy, who treated him, where he is from, address, and what the followup is.

Mr. DANIELS. What I don't understand is why your organization does not require all of these incidents where a boy is either treated for injury by a doctor or hospitalized for illness, why it should not be reported to the main office and a record kept at that office.

Mr. TURNER. Because the local councils, and there are 495 of them, were chartered by Congress and Congress gives us authority to—charter or charter local Boy Scout councils there are 495 and these, in effect, become an arm of the Boy Scouts of America chartered to make the program effective and responsible and with an annual accounting and that record is one of those that are maintained in the local council office, and unless there is need for it, we have not called these in.

This has not been our procedure up to now, which isn't to say this is not necessary, or it does not have to be true in the future.

Mr. DANIELS. Mr. Steiger, any questions?

Mr. STEIGER. I am interested, Mr. Turner, in health logs maintained by local camps. One of our problems is that we don't have any data which give an indication as to frequency of serious injuries per 100 camps or 1,000 camps.

Mr. TURNER. We would have to make a major analysis of health logs to do this.

Mr. STEIGER. Have you tried to do that?

Mr. TURNER. We have not, because it would cost more money than we have had available for that purpose.

Mr. STEIGER. In indicating the kind of changes that you would make in the legislation before you, am I reading you correctly that you would not want to have this program be a Federal program?

Mr. TURNER. Federal standards administered by States.

Mr. STEIGER. You would not have the Federal Government undertake this?

Mr. TURNER. I think it would be a task that would just beat us to death. It is a big operation. It is a big job for us to inspect our 640 camps every year. We do that annually.

Mr. STEIGER. Are you satisfied there is, in fact, a justified reason to involve the Federal Government in the study of standards?

Mr. TURNER. Yes, and we support the intent of this bill and the intent of the bill is to establish, as I understand it, standards—or rather, Federal standards.

Mr. STEIGER. Are you satisfied there is reason for it?

Mr. TURNER. Yes. One of the biggest problems for us at least, because we deal across the whole country, is the variety of standards in States or lack of them. We find it very difficult, as we conduct training, to be specific, because the States vary so widely in the standards that are established.

Mr. STEIGER. Has the chairman asked the YMCA to come in?

Mr. DANIELS. No; we have to ask the YMCA.

Mr. STEIGER. Don't you think we should? I expect a similar type situation as the Boy Scouts.

Mr. TURNER. I think our standards—no; I won't say that. The "Y" has a fine set of standards and they are in complete harmony with ACA standards, and these I have here are, but we have to administer these. We begin to deal with standards in leadership, program, administration, then you are then dealing with a variety of program intents and methods of achieving objectives.

Our system is unique enough; we have a group of kids that meet all year and they also go to camp together. Most other agencies do not operate this way. About 80 percent of our Boy Scouts that go to camp go under the leadership of men like you and I who are scoutmasters and work with these kids the year around and come to the Boy Scout camp to get the benefit of an experience under cooperative leadership of the local councils.

Mr. STEIGER. I recognize the difference, and I would like to encourage, Mr. Chairman, an effort to contact the "Y" and ask their counsel and guidance in this legislation.

Thank you, Mr. Turner, very much.

Mr. DANIELS. Very good. I believe I will ask you to furnish this committee with a report as to the number of fatalities, I think, at Boy Scout camps as well as serious accidents or injuries.

Mr. TURNER. Yes, Mr. Chairman.

Mr. DANIELS. Of course, I believe that record will be the record that you maintain in your headquarters.

Mr. TURNER. Yes.

Mr. DANIELS. It will not contain a record that is maintained by each local chapter or council?

Mr. TURNER. That is correct, but that or whatever we would give you would be incorporated in the reports of the local councils.

Mr. DANIELS. Fine. We appreciate your testimony very much. Thank you very much.

We will go off the record.

(Discussion off the record.)

Mr. DANIELS. We will recess until 11:30.

(A brief recess was taken.)

Mr. DANIELS. The select subcommittee will come to order.

Our next witness is Mr. Mitch Kurman, Wesport, Conn.

Mr. Kurman, will you step forward.

Mr. Kurman, I want to state to you that Mr. McKinney is over on the House floor and he is busy over there and I am sure he would be happy to be here to introduce you to the committee. However, the Chair is well aware of your background and also is mindful of the fact you have previously testified before this committee and your testimony was always indeed very, very helpful to the committee.

So I regret that Mr. McKinney is not here, but he may come in later on and we will be happy to hear from him at that time. If you take a seat, I know you have a prepared statement.

STATEMENT OF MITCH KURMAN, WESTPORT, CONN.

Mr. KURMAN. Thank you very much. I appreciate what you have said.

Chairman Daniels, members of the committee, my name is Mitchell Kurman. I live in Westport, Conn. I am only one of many parents who entrusted a child to a camp to have him killed. It is too common an occurrence. A detailed nationwide investigation of the camp business leaves me both angry and shocked. However, it need not be so.

Camps can leave some of the happiest memories a child can have. A bad one can also leave a scar in the form of a haunting reminder to both child and parent. I believe I know my subject.

My boy was killed needlessly and stupidly while with a YMCA camp from New York State traveling in Maine. The camp director had never been to Maine. He placed the lives of a dozen or more youngsters in the hands of a counselor who had a limited—and, therefore, dangerous—idea of canoeing.

In attempting a dangerous logging sluice of the Great Northern Paper Co., the leader smashed his canoe, and the canoe with my son was smashed. My boy was drowned.

I am extremely thankful to the decency of the Great Northern Paper Co., who closed down an entire operation to help find a dead boy. The camp group left the scene to "keep a schedule." My memory of that camp is a bitter one.

By contrast, following the death of my boy, my youngest daughter wanted to attend a camp. Finding a suitable camp under ordinary circumstances is difficult. Burdened with the memory of a boy killed at a camp that in no sense resembled its brochure, we were at a loss as to how to find a suitable camp for our youngest child.

Correspondence, visits and finally a preseason trip to Vermont to inspect the premises and talk to people in the area impressed me that Camp Dunmore was a good one. The girl spend three happy summers there. By contrast, the director of Camp Dunmore was on the premises, he selected his help carefully and he was extremely safety conscious.

I mention this as personal reflections on two camps two of my children attended and that I am personally very, very familiar with.

Since the death of my son on August 5, 1965, I have spent literally thousands of hours to search out and study as many camps as possible. It is difficult. It is very difficult. The close-knit camps and their organizations do a very good job of protecting camps, not campers.

There are excellent private camps, Y camps and Scout camps. In like manner, there are camps in all categories that are absolutely

horrible and dangerous, and the name of the camp or the organization is no guarantee at all. Without painting a frightening picture, I wish to recite some instances I checked out carefully.

An Eastern camp employed a Baltimore school teacher to lead a group to Banff in the Canadian Rockies. To prove his ignorance of the task, he led the boys up 11,600-foot Mount Temple. At 8,000 feet the leader quit due to altitude sickness. He instructed the boys to go on without him. At 9,000 feet an avalanche killed seven.

The Canadian authorities called it the most senseless mountaineering tragedy in their history. The incident is over 16 years old, but it continues every season.

I recently heard from a Virginia lawyer, and I want to emphasize that it could happen anyplace in the country. He represents a client hit squarely on the head by a heavy rock while mountain climbing at a camp in our own Western States. There is a strong possibility the boy may be little more than a "vegetable" for his remaining years. A simple hard hat precaution incorporated into any climbing standards could have prevented it.

In another case a California YMCA rented an open flatbed tractor trailer truck for a 1-day 200-mile roundtrip beach outing. Sixty-two children and eight counselors were loaded aboard with a 20-year-old youth at the wheel. On the eight-lane Nimitz Expressway at Fremont, Calif.—and I have been there and have seen the place—it literally somersaulted to kill five and injure all. Certainly open tractor trailer trucks on high-speed expressways are not suitable vehicles for camp use. That, too, was preventable.

In another case a New York State camp in using a truck traveling to New Jersey went out of control on a long steep hill. It required the facilities of three New Jersey hospitals to care for all the 57 injured children. The accident did not catch up to the camp by fate. The camp extended an open invitation for disaster.

In a well-publicized recent case seven Long Island, N.Y., children were killed when their chartered bus went off the road in a rainstorm near Allentown, Pa. The driver did not have a license and there was a question of mechanical failure as well. Are we so lacking in personnel that drivers without a license have to be pressed into service? I doubt it.

As if to emphasize the above accident, within days a private camp bus of 1954 vintage went out of control at Mount Carmel, N.Y. Fourteen children were hurt, three little girls were seriously injured. And again we have the case of a driver without a license using a 16-rental and charter laws would go a long way.

Of course, the three Girl Scouts killed at Castiac, Calif., when their bus left the road was another senseless tragedy. The tires were regrooved. Again a simple tightening of law to bring life up to par with our rapidly shrinking dollar would help.

There literally is no bottom to how low some camps, not all, will reach into the slime for a piece of silver. In an ugly case a private American Camping Association camp for mentally retarded in New York State had both inadequate facilities and personnel as young as 14 without experience of any kind. Is help that hard to get? I wonder. These are people who were caring for the mentally retarded.

Reading testimony of Dr. Kirk, I will give credit where due to the Michigan Camp code which he brought about, still the very finest in

the Nation. However, I do not quite agree with Dr. Kirk regarding the American Camping Association. A great deal can happen between 5-year inspections of a camp for ACA accreditation.

It has also been my experience that while the ACA endorses camp safety legislation, important local chapters—that is, local chapters of the ACA—can and do send out notices ridiculing such legislation. Of 11,500 or more camps I do not consider the less than 25 percent 3,400 ACA camps a strong public reassurance. I question, too, whether children are safer at camp than at home.

Many accidents are simply never reported and in some States many camps are immune as far as lawsuits. In practically all States records are not kept and are not available even if they are kept. The observation by Dr. Kirk that a camp director can practically detect a homosexual would be great if it were true. Without a high-powered investigating team I have records in my files of at least four cases of sexual abuse of children at camp.

In one case Jack Dempsey of WNYR of Rochester, N.Y., worked with me to expose the ugly case of a 12-year-old Boy Scout viciously beaten and sexually abused over a 4-day ordeal. His editorial won him an Associated Press award.

The police officials involved asked me to go on Channel 10 TV in Rochester the next day. They saw enough of it and thought exposure might stop it. As a result of publicity a Canton, N.Y. grand jury returned a six-count indictment against the Rochester, N.Y., Boy Scout Council, charging sodomy, assault, and endangering a minor.

Some 3 months later the entire indictment against the Boy Scout Council was quietly and quickly dismissed. The unusual ruling was, "A corporation cannot be given the custody of a child." How many parents are aware that they are entrusting their children to a corporation that can avoid responsibility so easily? Are our values in camps or are they in campers?

More recently, June 28, 1971, while visiting in San Francisco I learned of the tragedy that claimed Albuquerque, N. Mex., Boy Scout Edwin Peter McCarthy, age 13. It was repetition of the tragedy that claimed my boy in 1965. The scoutmaster did not know the Green River in southern Utah's Desolation Canyon. He did not listen to warnings of his craft being too small and fragile.

He used four-man rubber rafts to attempt the snag-filled cold water mountain runoff stream. Not one, but all rafts collapsed, throwing 25 boys into a cold turbulent river. McCarthy lost his life while sharing his lifejacket with a buddy who lost his.

It was not the sharing alone, but the cold mountain water that turned the boy's hands blue with cold that made him die. Approximately 3 days later, the boys were rescued from Desolation Canyon by the Army using the same type of helicopter as used in Vietnam.

The story was glamorized with the image of a Boy Scout who died for his buddy. The fact that their crafts were too small, their leader had no knowledge of the river, the leader did not listen or understand warnings of experienced rivermen, and did not file a report of his intent to run this river, as required by Utah law, were all minimized or omitted in much of the press.

Incidentally, I want to mention this. It is not part of the statement I have here, but I think it is important. That boy McCarthy did not drown. He died partly saving his buddy. The rest of that Scout

troop have their own lives to thank Scout McCarthy for, because no one even knew those boys were missing until other people found the boy's body floating 25 miles downstream. He was still in his lifejacket, dead.

Thomas Jefferson, one of America's truly great men, had the wisdom to buy our great West in the Louisiana Purchase. He then carefully selected Lewis and Clark to explore the vast new region. Without roads or conveniences and against truly hostile and dangerous forces, they explored from the Mississippi to the Columbia River.

Care was the foremost consideration. One man died due to a ruptured appendix which was inoperable in that day anyway, and you couldn't do anything about it. Compare that record with our own today.

The irony, the contrast, of the Lewis and Clark Expedition traveling in the wilderness and returning safely in spite of true danger and hardship, shows the competency of men to live even in adverse surroundings. Training and an awareness that they had a mission to accomplish, and if they were killed or lost all would be lost, made the Lewis and Clark Expedition especially aware of the dangers and pitfalls ahead of them. They planned and anticipated to avoid trouble.

The camping industry to date has in the main failed to develop a cadre of professionals to lead. The counselors are kids, young kids. In too many cases, the criteria is cost of personnel rather than competency. Where safety rules, accidents are at a minimum.

The Federal Government, in partnership with local officials and others, must work together in the realization that the commodity handled is the life of a child. The camps will benefit as much as our children, from increased patronage and public confidence.

Now, I have the wire statement or the wire release about the Albuquerque Boy Scout, and I think, if there is no objection, I would like to read it into the record or maybe file it.

Mr. DANIELS. All right; I will simply file it attached to your statement.

Mr. KURMAN. I will simply conclude by saying this here.

Time wasted can only be counted in terms of additional deaths. I called my wife last night, and I have a letter from a forest ranger in New Hampshire. There was another death of a child at a camp, a two-story building without a fire escape, and he told in the letter that the people up there are completely incensed over the entire thing.

Now, I think that Congress in its wisdom will act, and I hope it will, and I want to thank you.

(Supplemental documents follow:)

SCOUTMASTER WARNED BOATS UNSAFE

SALT LAKE CITY (UPI).—An Albuquerque scoutmaster was warned weeks in advance that the boats in which his Scout troop rode the Green River to disaster were inadequate, Utah's top boating official said Tuesday.

Tedd Tuttle, boating chief of the Utah Division of Parks and Recreation, said Scoutmaster John J. Ungbarsky was told by a local river runner that his boats were inadequate to face up to the rigors of the quick-moving, rocky and snag-infested stream.

One scout, 13-year-old Edwin P. McCarthy, died after saving an 11-year-old boy scout from drowning.

Twenty-five scouts, the scoutmaster, two fathers and a bus driver left for home Sunday. Their four-man rubber rafts collapsed 2 days earlier in isolated Desolation Canyon, pitching them all in the river.

Tuttle said the rafts were "underclassed" and his office was not given the required notice of the river expedition.

He said Ungbarsky had asked for information about river-running and was told his boats were good for streams ranking "3" on a roughness scale of 10, and that the Green River rapids ranked "7."

Carbon County Sheriff Albert Passic said earlier the group was "foolish to go into the river in rafts that small."

"They simply are not heavy enough to be safe." He said. "They folded and buckled under pressure."

Utah law required that the recreation and parks division be notified of any trip planned in Desolation Canyon.

"This way we can get a line on a group's equipment and let them know what they're getting into," Tuttle said.

He said another Albuquerque troop successfully followed the same route, just 2 days earlier.

[White Plains, N.Y., Thursday, August 13, 1970]

23 Bus Drivers Arrested in Surprise Road Check

(By Peter Selkowe and Sandra Miller)

Briarcliff—A surprise roadblock spot check of 50 buses yesterday—ordered by the Federal Highway Administration after a camp bus accident injured 14 campers and a counselor here on Aug. 3—resulted in the arrest of almost half of the bus drivers.

Five of their vehicles were ordered off the highway.

The check was made by five troopers of the State Police at Hawthorne with two men of the Safety Investigation Unit of the Federal Highway Administration. They stopped the buses on Route 9A, Briarcliff Manor.

Included in the 23 arrests were drivers charged with driving without licenses and with faulty or no equipment. Several of the buses were carrying senior citizens and children on their way to outings.

OUTINGS SALVAGED

The inspections left more than 150 children and adults stranded for up to six hours, until other transportation could be arranged. The children's outing was virtually unspoiled, however, as the Village of Briarcliff treated two busloads to free swimming in the village pool and the Yorktown Police Benevolent Association arranged a picnic for one busload stranded there.

Two bus drivers of the Sunshine Bus Co. of Brooklyn were arrested, Willie Johnson of Jersey City, N.J., on a charge of driving with a learner's permit, and Robert Williams, 49, of Brooklyn on three summonses for lack of equipment. Johnson was released on $25 bail at Briarcliff Court, his bus was taken off the road and he was told not to drive. Sunshine Bus sent a second driver to continue the busload of senior citizens on their way from Brooklyn to Mohansic State Park.

Williams was released on $30 bail at Briarcliff Court. His bus, state police report, had no directional signal, no first aid equipment, no fire extinguisher and no stop lights and the windshield wipers were allegedly inoperable.

A total of 27 arrests were made in the police highway check, 23 of bus drivers and four of automobile drivers. Hans Lindblom, 51, of Bangor, Me. was reportedly one of the car drivers stopped. He is being held in Westchester County jail on $100 bail on a charge of driving with a revoked New York State license.

Details of the other arrests made were not available from police this morning.

BROOKLYN CAMPERS

The stranded youths all came from the St. Nicholas Avenue Day Camp of 209 Linden St., Brooklyn. Sixty-six of them were on two buses stopped at the roadblock and 48 more were on a third bus which broke down in Yorktown. It was on a different route to a day of swimming at Mohansic State Park and had missed the inspection point.

All three buses are reportedly owned by the B & C Bus Co. of 1097 Lafayette Ave., Brooklyn. A spokesman at the company garage early this morning said all three buses had been brought back.

Four bus drivers were arrested, three for operating without licenses and one for operating with a revoked license. They were arraigned in Briarcliff Manor, where the first three were released on bail and the fourth ordered to the County Penitentiary at Grasslands.

MORE CHECKS SET

State Police Sgt. Arthur F. Purol, in charge of the five state troopers working with two I.C.C. examiners, J. Whelan and J. Spivey, said the inspection was ordered about one week ago, "and we'll probably have another one here in two weeks, possibly sooner."

The inspections are usually for interstate trucks, Sgt. Purol said, "but this is the first one specifically for buses."

The campers stranded in Briarcliff were found by Village Manager M. Michael Markyl at about 1 p.m., "sitting on the curb in front of the Municipal Building, looking kind of dejected."

Mr. Markyl brought the matter to the attention of Recreation Commissioner James McCaffrey who, along with the mayor and Village Board, arranged for the youths to use the Village of Briarcliff swimming pool as guests of the village.

"They didn't pose any problems," Mr. Markyl said, "and were very well mannered."

The youths left the village for Brooklyn at 6 p.m.

BUS DISABLED

In Yorktown, police found the disabled bus at 2:40 p.m. at Route 129 and Underhill Ave. Police Chief Charles Valentine arranged to have the youths driven to a grassy area behind Police Headquarters, where Detective James Morgan, president of the Yorktown PBA, provided them with soda and snacks.

When supper time arrived, the PBA ordered 100 hamburgers, french fried potatoes and soda for the campers, but Jack-in-the-Box restaurant manager Lemuel Poates decided the meal would be "on the house." Yorktown Beer and Soda Distributors donated the soda.

The group left Police Headquarters at 7 p.m. in a bus provided by the Apollo Bus Company of Yorktown.

N.Y. camp outing crashed in Pa. 7 children dead. Driver had no license. N.Y. camp used 16 year old bus. In the accident 14 children hurt. Driver *No* license. Police roadblocade stopped fifty camp vehicles. Twenty-three buses in violation. Four cars and station wagons on violation. Five unfit and unsafe to drive. Four drivers No license.

Mr. DANIELS. Mr. Kurman, on behalf of the committeee I want to express to you our sincere thanks for the great interest you have displayed, and of the work you have done in assembling the information regarding all of the incidents to which you testified to where injury or death has occurred at these various camps.

You are to be complimented because it is most unusual, realizing, of course, the bad experience you have had with your own son who lost his life at camp, but nonetheless many other parents have suffered the same hardship and the same severe loss and yet you have been the only one who has come forward to assist this committee in its endeavor to enact legislation.

Now, I just want to ask you one question. Have you examined the bill I have introduced on this subject, H.R. 1264?

Mr. KURMAN. I read the bill over and, Mr. Chairman, I am not a lawyer, but to the best of my knowledge it is an excellent bill and I certainly would want very much to see it passed. That would satisfy me.

Mr. DANIELS. Thank you.

I will ask my colleague from New York if he has any questions to ask of Mr. Kurman.

Mr. PEYSER. A brief one on part of the statement.

I am familiar, incidentally, with the death last week in New Hampshire, with the girl who died in the fire, and it is another tragedy which I think, and I don't know enough about it to say it could have been avoided, but without fire escapes it is always a difficult thing to justify.

Mr. KURMAN. She died of suffocation while awaiting her turn to jump.

Mr. PEYSER. When you visited these camps, and I take it obviously you have visited a number of camps; is that correct?

Mr. KURMAN. The way I operate is this: I have been leaving self-addressed envelopes and my name with anyone who I thought could possibly help me. Now, the letter that I just got was from a forest ranger who was obviously in a position to spot these things and any time I hear of anything, I will drop anything I am doing and just get right over there as fast as I can to check it out. I realize, and this is important, when anybody mentions or asks about statistics or something of that nature, in many cases the police will not give it to you unless you are directly connected with the case, unless you are a lawyer connected with the case, or unless you are connected directly yourself.

You have to be there, you have to get it on the spot and I have done my best to just get over to the location as fast as possible any time I have heard of anything. Fortunately, and Congressman Daniels has put out a point, and a good one, I am no hero for doing this thing that I am doing. I happen to be fortunate in this respect. I am a salesman and I am able to travel and if I am fool enough to want to have money come out of my pockets, that is my business.

I am able to go anyplace literally in the United States and if I hear something is going on, OK, I will just drop anything and go on over there. Most people are not in that position and that is the reason why this has been going on so long and the camps know it.

The average man running a grocery store cannot leave his grocery store to go traipsing off and going after this sort of thing. The average person cannot possibly follow up on this thing. It is not just because my boy was killed there. I want to emphasize that.

If he contracted a disease, I would feel terrible about it. I would be a hypocrite if I said otherwise. But the rawness, the ugly situation that brought about his death, and then when I started investigation I found out that there is just about no legislation anyplace. Anybody could jump into that business. That is what set me off.

Now, fortunately I am in a position to do it although most people are not.

Mr. PEYSER. Thank you very much. I appreciate your testimony.

Mr. KURMAN. I want to thank you, Congressman Peyser.

Mr. DANIELS. Mr. Kurman, I have no further questions and I appreciate your being here.

Mr. KURMAN. Thank you very much.

Mr. DANIELS. Our next witness is Mr. William Pond, executive officer of the National Recreation and Park Association of Washington, D.C.

STATEMENT OF WILLIAM B. POND, EXECUTIVE OFFICER, NATIONAL RECREATION AND PARK ASSOCIATION

Mr. POND. Thank you, Mr. Chairman and members of the committee, my name is William B. Pond, executive officer of the National Recreation and Park Association, and we certainly appreciate this opportunity to appear before this subcommittee in support of H.R. 1264, the Youth Camp Safety Act. The National Recreation and Park Association is a citizen and professional service, educational and

research organization with more than 30,000 members—many of whom are responsible for the development and operation of youth camp programs for both public and private agencies.

Mr. Chairman, as our population grows and our natural areas succumb to urbanization and overuse, the value of camping will surely become more vital as a means for the physical, personal, and spiritual development of our youth as well as the most practical tool for environmental interpretation. Of special importance are the resident camps which make up over 80 percent of the camps that would be covered by this legislation.

Certainly, there can be no more important concern than for the safety of our youth. Parents of campers justifiably expect that their children will be safe and protected while attending camp. This, in turn, places an awesome responsibility on camp personnel for the health and welfare of campers. It is apparent, however, that this matter is not being given proper emphasis in conducting youth camps across the country when only one-third of our States have any adequate laws at all relating to health and safety at such camps. Really, there is only one, and that is Michigan, that has even come close to being adequate.

The year-round, multiple-use concept of resident camps that are sure to be expanded in the future years make safety standards even more important. These facilities will and must be used 12 months out of the year rather than 2 or 3 month[illegible]urrently available, putting greater user pressure on facilities, whic[illegible]n turn will require better construction and closer scrutiny in terms of safety inspection.

Presently few, if any, States are "geared up" to conduct the kinds of inspection and enforcement of safety measures that are and will be needed. Additionally, the trend toward increased use of camps by the handicapped and other less mobile youth who require special precautions and safety measures make it imperative that stringent safety requirements be set forth and enforced at all camps.

All agencies, private and public alike, are feeling the financial pinch, and this often leads to cutting corners that reduce or mitigate safety measures. Very few camps have the kind of operating and development funds necessary for maximum or ideal operations. Many private camps operate on small margins and some are expected to pay their own way. Cutbacks in personnel and maintenance often result, which in turn increases the potential for accidents.

A strong, uniform and enforceable youth camp safety law can give the camp director or agency the necessary leverage to seek to obtain badly needed funds. It is difficult for a body responsible for approving funds to deny requests for programs or facilities that will insure critical safety standards being met.

Mr. Chairman, we feel that H.R. 1264 will basically fill the safety gap that now exists. We are especially pleased with the 90-percent funding provision which should enable all States to carry out their own programs. We do have three comments regarding the text of the bill as it is presently drafted:

1. Although it is our understanding that the bill is to cover all youth camps, the definition (sec. 3(1)) refers only to camps under "profit, philanthropic or charitable auspices." I am sure the intent was to be all-encompassing. However, no mention is made of State, county, local or private—nonprofit camps. Federal camps are mentioned later in the text.

2. There appears to be no penalty spelled out for violations of the standards, although this is to be developed. Certainly camps not conforming to the standards should be fined—or even closed—depending upon the seriousness of the violation.

3. Again we concur in the previous testimony and suggest that the proposed Advisory Council on Youth Camp Safety should have broad geographical representation and that this might well be spelled out in the bill.

Mr. Chairman, we are well aware of the many efforts that have been made since the summer of 1966 to enact a Youth Camp Safe Act. We feel that this bill is the most comprehensive and satisfactory legislation proposed to date and the National Recreation and Park Association urges your favorable consideration for approval of H.R. 1264 with the consideration of the additions stated herein.

We appreciate this opportunity to appear before you today.

Mr. DANIELS. Mr. Pond, the Chair desires on behalf of the committee to thank you for a very concise and very informative statement.

I think you have made some pretty fine recommendations here which will be given serious consideration by the subcommittee in marking up this bill.

I wholeheartedly agree with point 1, that this legislation should be all-encompassing and should cover not only the private camps, but also our Federal and State and other governmental camps as well as private and nonprofit camps.

You were present this morning in the room when I did raise the question on what type of penalty should be imposed and you have covered that, which I think also is a very good point.

Of course, everybody agrees that an advisory council is most advisable in this legislation.

Mr. POND. Our point here, Mr. Chairman, relating to the advisory council, is that because of the broad distribution of camping throughout the country and the various kinds of environments in which camping takes place, this advisory council should also be spread geographically throughout the country.

Mr. DANIELS. Do you have any questions, Mr. Peyser?

Mr. PEYSER. Mr. Pond, I wanted to ask, does your association do anything directly with camps at this time?

Mr. POND. No, sir. Our relationship is that many of our members, and they primarily represent public agencies, do operate and provide camping facilities; either for their constituents and operated in that capacity; or oftentimes they are provided for other groups to have a camping experience. These groups may not have their own camps such as Boy Scouts or Girl Scouts or other voluntary and private agencies.

Thus we feel very strongly that not only public camps need to have effective regulations and requirements, but also, as these other groups come in, providing their own program, and their own personnel, that there are proper components and procedures to assure a good and safe camping experience.

Mr. PEYSER. Thank you very much.

Mr. DANIELS. I have no further questions.

Mr. POND. Thank you very much.

Mr. DANIELS. The committee will stand adjourned and reconvene at the call of the Chair.

(Whereupon, at 11:55 a.m., the subcommittee adjourned, to reconvene at the call of the Chair.)

(The following documents were submitted for the record:)

STATEMENT OF HON. JOSHUA EILBERG, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. Chairman, distinguished Members of this subcommittee, I appreciate this opportunity to speak in support of H.R. 9480 which would establish and implement safety standards for summer youth camps. Each summer nearly eight million young children attend summer camps in the hope of experiencing a vast variety of exciting adventures. At the same time, parents contentedly live at home with an often times false assurance that their children are being properly supervised, adequately nourished and adequately protected from avoidable hazards. Unfortunately, too many of our citizens are unaware of the minimal health and safety standards many camps follow and are unaware of the number of children killed or seriously injured from needless accidents and mere negligence.

I am sorry that satisfactory statistics are not available to illustrate the severity and the scope of camp safety problems. Yet we do know through newspaper articles that drownings, broken bones, lacerations, and punctures of vital organs are not uncommon at summer camps. Accidents from misuse of craft tools, such as knives and axes, stepping on sharp objects on a hike or on nails protruding from boards, or on tin cans or broken glass are all too common. Careless play near or in water and temptations to be daring on rivers and lakes that should be declared off limits are regular occurrences at summer camps. The Department of Health, Education, and Welfare roughly estimates that 50,000 children will receive injuries in camp this summer requiring at least one day or more of medical care.

I am not inferring that all summer camps are carelessly run. I would like to emphasize that most summer camps do set adequate standards and do operate with the prime intent of protecting the children within their care. But, let us also realize that many do not operate in the best interest of young people. Some camps are following only minimum safety guidelines while others are following none. It is not necessarily that these camps wish to be irresponsible. What is clear, however, is that they need guidance. I am sure when camp directors are approached on the subject of meeting comprehensive standards to assure the safety of the children whose confidence they have won, they will be more than willing to oblige.

Camp safety is not a static issue. It is a growing one. Camps in this country will be steadily increasing. With cities becoming more densely populated and with neighborhood parks being squeezed out by additional streets and buildings, larger numbers of children are going to be longing for the countryside where they can be out in open spaces.

Of the nearly 11,000 camps now in operation a handful are required to meet specific standards. A few States have adequate comprehensive regulations covering camp safety. In 19 States no standard exists at all. Other States have regulations for establishing minimum standards but these are often loosely defined and easily by-passed.

For these reasons, we desperately need the identification of key safety problems and the establishment of comprehensive standards for summer youth camps. The issue is not new to the Congress. Legislation of this nature was first introduced in 1966 as a direct result of a camp canoe accident in which a young boy drowned in waters clearly unsafe for that type of craft. Through the personal and endless campaign of this boy's father, our nation has become awakened to the magnitude of the camp safety problem. Private citizens and public officials alike are now keenly interested in this issue. During the 90th and 91st Congresses, representatives of camp organizations and interested individuals travelled to Washington so they could testify on behalf of camp safety legislation. These hearings are once more demonstrating strong public support that legilsation requiring summer camp safety standards be enacted. The American Camping Association and other associations of private camps endorse the bill which I am co-sponsoring. The Boy Scouts of America and the National Safety Council are also among those calling for its enactment.

The National Safety Council testified that "Youth camp safety and health has had many responsible advocates through the years, but the fact still remains that not enough has been done for youth camps safety and health as long as there remains a single avoidable accident or illness in youth camps."

Also, in response to the youth camp safety bill, the American Camping Association has stated, "We think it would go far toward making a camping experience for American children a healthier and safer one. We feel that the four million boys and girls in ACA accredited camps this summer, as well as the 3,500,000 boys and girls in camps not members of ACA, are extremely important people and we would be inconsistent with our own history if we failed to offer . . . all possible support to the intent of (the) bill."

In addition, the testimony revealed a tragic event happening in June 1971, which was almost identical to the one that occurred in 1965. Another boy drowned in a water craft inadequately controlled and supervised. I feel the facts are clear. Legislation to establish safety guidelines for summer camps is urgently needed.

Specifically, my bill and related bills would establish a joint Federal-State program to develop and implement youth camp safety standards. The Secretary of Health, Education, and Welfare would be authorized to develop Federal standards for youth camps with the help of State officials and representatives of interested organizations. In developing these standards they would consider such criteria as personnel qualifications, ratio of staff to campers, sanitation and public health measures, first aid and medical services, food handling, mass feeding, water supply and waste disposal, water safety regulations, quality of vehicles used to transport campers, and building and site design. The legislation also calls for providing financial assistance to States for programs which develop and enforce comprehensive camp safety standards. The Secretary of HEW would be responsible for enforcing Federal standards in those States which do not establish their own programs. An eight member advisory council on youth camp safety would also be established within HEW to assist the Department on policy matters relating to camp safety standards.

This bill is not a measure which leads to Federal policing of summer camps. It is merely a mechanism to assure that camps live up to a certain standard. Support of this measure, I feel, is an obligation each of us must undertake to insure the well-being of millions of youngsters. We also owe parents an opportunity to select a camp on the basis of reasonable and established regulations. Most camp directors advocate the passage of this legislation. Those who do not most likely will do so after a careful study of it, as any responsible individual would.

Finally, Mr. Chairman, I would ask, how long are we going to continue tolerating repetitious events which kill or disable? We're talking about the lives of children. I believe it is our responsibility to act now. Let us go forward with this long overdue legislation.

Statement of Hon. Henry Helstoski, a Representative in Congress From the State of New Jersey

Mr. Chairman and members of the subcommittee. I am grateful for the opportunity you have given me to present my views to you in support of H.R. 2302, my bill to provide Federal leadership and grants to the States for developing and implementing State programs for youth camp safety standards.

The camping industry in the United States is growing at an ever-increasing rate. This summer between 6 and 7 million children will attend about 12,000 camps—some during the day for a week or less, others to live for most of the summer months.

They will go to public camps, religious camps, private camps, Boy Scout, Girl Scout, YMCA, YWCA, and many non-profit organizations' camps. Some will go to specialty camps to learn music, art, swimming, drama, horseback riding, etc. Many others will go to summer camp just to learn about camping as a way of life.

A trip to camp is usually a much-anticipated, happy experience for the youngsters and the parents who are anxious to provide the opportunities of recreation and education found in camping.

While some camp activity takes place during the school year, camping is primarily a summertime activity. And, while a parent can be relatively confident of his child's safety while at school, millions of parents across the Nation send their offspring to camps with little or no knowledge whether the camp meets the basic minimum safety standards. The sad fact is that too often many of the camps do not.

Mr. Chairman, the last full camp safety survey was taken in 1929 and for this reason information on the camps, much less their safety and health standards is difficult to determine. No one is even sure on the exact number of camps in operation and the number of campers using these facilities.

In 19 States, including my own State of New Jersey, there are absolutely no regulations governing camping at all; and, in many other States only isolated aspects of camping are governed by law or regulation. And yet camp personnel virtually take over the parental supervision over the youth for several weeks of the year, especially in travel and residential camps.

The youth camp safety bill which I introduced would provide Federal financial assistance to the states in implementing a program of minimum Federal standards.

The standards would be enforced by the states with the Federal Government paying 50 percent of the costs of the inspection and enforcement program. Camps which meet the Federal standards will be urged to display this fact to assist parents in their choice of camps to which to send their children.

My bill would also establish an Advisory Council on Youth Camp Safety to consult with the Secretary of Health, Education, and Welfare on the promulgation of safety standards. Members of this Advisory Council would come from all segments of the camping industry.

I have no desire to take the adventure out of camping, but I can see no reason why the benefits of camping cannot be rendered in a safe and healthy atmosphere. I feel that many camps live up to the highest safety standards. Others will be given the incentive to improve. Those that fail to provide a safe environment do not belong in the business and should not be allowed to continue their operations.

Camps take the place of parents whether it is on a daily basis or for summer-long periods. They care for the most prized possession of a family—the children. It seems reasonable that society, acting through its government, assure these parents that the camps they choose for their youngsters meet minimum safety standards.

For most children camping is an experience that is remembered throughout their whole life. It should not turn into a nightmare that the children or parents can never forget.

Mr. Chairman, this legislation has the support of the vast majority of organized camping. Most camps would welcome the opportunity to raise their safety standards if given the incentive. Through this bill we have an unusual opportunity to insure the safety and welfare of millions of children at a relatively modest cost. I urge favorable consideration of the youth camp safety bill by this subcommittee.

U.S. DEPARTMENT OF THE INTERIOR,
BUREAU OF LAND MANAGEMENT,
Washington, D.C., August 26, 1971.

Hon. DOMINICK V. DANIELS,
House of Representatives,
Washington, D.C.

DEAR MR. DANIELS: This is in reply to your inquiry of August 3, requesting information on numbers of deaths, illnesses and injuries occurring on lands administered by the Bureau of Land Management.

The only reliable accident statistics available are those involving Bureau personnel. These statistics are work related.

This year the Bureau began collecting the type of data you are requesting. However, to date the amount of information collected is too small to be significant. Collection of such information will proceed slowly for two reasons:

1. Management of lands administered by the Bureau is on an extensive basis. Unlike the National Park Service, Bureau of Sport Fisheries and Wildlife, or even the Forest Service where the management is more intensive, BLM field personnel must cover immense areas. Therefore, unlike the other agencies named, BLM field people contact only a small fraction of the public land users.

2. The public lands are to a certain extent scattered and intermingled with State and private lands. The ownership boundaries are not clearly defined. The public does not know whether they are on public land or private land. Thus, they have no incentive to report accidents to the BLM.

We are enclosing for your information a statement which gives examples of the more serious accidents which occur on public lands.

We regret being unable to provide more information.

Sincerely yours,

Enclosure.

GEORGE L. TURCOTT,
Acting Director.

Public Land Hazards

THE SITUATION

Recreation on the public lands is increasing rapidly. The estimated 48 million recreation visitor days in FY 1972 are expected to increase to nearly 75 million visitor days by 1977. Along with the expansion in more traditional recreation activities such as camping, picnicking, hunting, fishing and rockhounding, we are experiencing an even more rapid increase in the use of public lands by various types of off-road vehicles, particularly dune buggies and motorcycles.

In the past, the public lands were used largely by local people familiar with the natural and man-made hazards on open land. Today, many of the recreationists using these lands are from urban environments and lack outdoor skills as well as knowledge of public land hazards.

Abandoned mine shafts and pits on public, private and other lands are a serious hazard. Information on numbers of mining claims on public lands is limited. A report prepared in 1965 in connection with a proposed claim recordation bill estimated that approximately 6 million mining claims had been recorded since 1872.

The report stated further that only about one-half million of those claims could be considered even semi-active, i.e., notice of assessment work filed with the county recorders' offices.

A study prepared for the Public Land Law Review Commission by the Division of Economic and Business Research, University of Arizona, estimated that in the years 1961 through 1966, about 500,000 new claims a year were filed in the 11 western states. It is not known how many open pits and shafts now exist on either valid or abandoned mining claims.

Examples of accidents involving abandoned mining shafts and pits in the west include:

On February 6, 1971, a twelve-year old boy, who had accompanied his father to a motorcycle endurance run in the California desert, lost his life when he drove up over a hump and fell 200 feet to the bottom of a vertical mining shaft.

In another California case, the Government recently made an out-of-court tort claim settlement of $33,000 involving a girl who was permanently paralyzed when she fell into a mining shaft on a mining claim adjacent to a county recreation area.

In October, 1970, a ten-year old Colorado boy was fatally injured when he slid on icy snow into an old 100-foot shaft and was buried by a cave-in.

In February, 1971, a Nevada boy escaped serious injury when the rope a companion was using to lower him into an old 60-foot shaft broke. He fell 30 feet. The fireman who rescued him suffered cuts and bruises from falling rocks.

Examples of other types of accidents in the open spaces include:

In January, 1971, one child was killed and four others were injured when an open-top dune buggy driven by their father went off the shoulder of a narrow road in Colorado and rolled down a twenty-foot bank.

Last year, a California cyclist was killed in a head-on collision on another narrow road.

In a heavily-used sand dune area in Utah, a dune buggy came over the crest of a dune and ran over and seriously injured a little girl playing below.

Two cyclists on separate occasions drove over a bluff into a lake in Montana. One escaped without serious injury, but the other drowned. His motorcycle landed on top of him in shallow water.

Two drownings occurred last summer at a heavily used reservoir in Oregon.

A young boy drowned in 1968, and a girl drowned last summer near a recreation site on the Snake River in Idaho. A drop-off about 30 feet from shore has been posted but the signs had been vandalized.

A hotsprings area north of Reno, Nevada, received heavy public use. In 1969, a woman going after her wandering child fell into a shallow pool and was scalded from the waist down.

There are no records of the number of serious injuries resulting annually from accidents on the public lands.

NUMBER OF HAZARDS

There is not a complete inventory of hazards on the public lands. Authority for a comprehensive inventory is being sought.

CHRISTIAN SCIENCE COMMITTEE ON PUBLICATION,
Washington, D.C., July 29, 1971.

Hon. DOMINICK V. DANIELS,
Chairman, Select Subcommittee on Labor, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR MR. DANIELS: Your Subcommittee is currently considering H.R. 1264, your bill to provide for the development and implementation of programs to set safety and health standards in youth camps, and we would like to offer some comments about it.

First, let us commend you for the concern you have shown for the eight million American children who go to camp each year. While we are not experts in the safety field, we applaud your effort to protect American children from the hazards of life in an environment lacking in the personal protections available in their own homes.

At the same time we would like to point out for your consideration a factor, which may not have come to your Subcommittee's attention, affecting several thousands of these campers. Christian Science children use a different method than most people for healing and the protection of their health—they rely exclusively on spiritual means through prayer. Your bill quite rightly authorizes the establishment of health standards for youth camps, including "personal health, first aid, and medical services; . . ." However, it has been our experience in situations involving similar governmental health requirements that unless the statute itself contains specific language exempting those of the Christian Science religion from compulsory examination, immunization or treatment, overzealous health personnel at the local level will often treat programs as compulsory and will override any religious objections.

Accordingly, we are suggesting an amendment to H.R. 1264 along the following lines:

On page 10, after line 18, add the following:

"(d) Nothing in this Act or regulations issued hereunder shall be construed to authorize or require medical examination, immunization (except in the case of epidemics of contagious diseases) or treatment of a person who objects (or, in case such person is a child, whose parent or guardian objects) thereto on religious grounds, or require the staff or campers of any camp to have medical examination, immunization (except in the case of epidemics of contagious diseases) or treatment, if the total enrollment of such camp is composed of adherents fo a religion which teaches reliance on spiritual means through prayer alone for healing."

As you will see, the amendment is designed to exclude Christian Scientists attending camps of all types as well as the staff and campers of those camps which accept only children of this religion.

The suggested language would not limit the regulation of safety, food handling, sanitation, etc. in any camp and provides an exception for epidemics of contagious diseases. Exemptions of this type are found widely throughout Federal and state statutes wherever health programs are invloved. Among state laws governing school entrance requirements nearly all grant immunization and examination exemptions to those with religious objections. Numerous Federal laws also recognize this important religious right, including the Occupational Safety and Health Act of 1970, a bill on which you worked so hard and contributed so much.

We believe the suggested amendment will not weaken the bill but can only remove one possible objection to youth camp safety legislation.

We appreciate your Subcommittee's consideration of this suggestion.

Sincerely,

C. Ross CUNNINGHAM,
Manager.

LEADERSHIP LIBRARY,
Putnam Valley, N.Y., September 1, 1971.

Hon. DOMINICK V. DANIELS,
Chairman, Subcommittee on Labor, Washington, D.C.

DEAR SIR: In the first place, thank you for your kind letter of August 22 about my interest in some type of camp safety laws which might help prevent fatal and other serious accidents in our children's summer camps.

As I mentioned in my letter to you, I engaged the Burrell News Clipping Service to collect any and all news clippings about such camp accidents, and I am enclosing a temporary list of the results up to about a week ago.

I'm sure I don't have to tell you that in reading news clippings one has to remember that the reporting in general is very often inaccurate and incomplete in many respects, but they do constitute a good starting point for further and more detailed and knowledgeable investigation.

It was way back about 1930 that I wrote a long and detailed article in "Camp Life", the camp directors magazine that I was then editing, revealing the "hazards and safeguards" as I saw them at that time, and then followed up with Burrell Clipping Service not only to prove that I was right but that the situation was very much worse than even I knew it was.

Ever since every summer we have had unbelievable catastrophes* (two of them killing 20 campers in one accident), and it seems incredible to me that through all these many years we have not yet succeeded in getting one real safety standard enforced in our summer camps—not one—and we continue to kill "unnecessarily" so many precious children year after year.

The list enclosed to my mind, judged against my experience all through the past 46 years that I have been studying this situation, is unbelievably *good*. We haven't yet had a catastrophe* that I know of, and here's hoping we don't. But the last two weeks in camp are generally the most dangerous for a variety of reasons, and God knows what will happen tomorrow. I will send you another list for any further accidents along about September 4 or 5, but even then although the camp season is over, there will be various deaths because summer campers are very often sent home so that the parents and the family doctor can take care of them. Unfortunately some of them die in September, October and later. They then of course are generally not listed in the newspaper clippings as *camp* accidents.

Although I am 79 and almost entirely retired and not in good health, I would go out of my way to meet with you or one of your staff members if it would help give you the type of information you ought to have for your own use.

If you have a copy of the Camp Safety Act you mention, I wonder if you could send it to me, as I, very much, would like to see it.

Cordially yours,

BEN SOLOMON,
Editor.

Enclosure.

P.S.—Last year I had some correspondence with Sen. Ribicoff (Conn.) about a camp safety bill but lengthy hospitalization kept me from following it up. Has he made any progress along these lines to date?

CHILDREN'S CAMP ACCIDENTS

SUMMER OF 1971 (UP TO 8/26)

All data taken from newspaper clippings without any further checking or investigation for accuracy. All FATAL except where specially noted.

Name	Age	Date	Where	Remarks
19 DROWNINGS				
John Clark	17	Aug. 17	Sacondaga Reservoir, Broadhaven, N.Y.	Camp counselor(?)
Scott Allen George	5	.....	Half Mile Ranch, Lucerne, N.Y.	Fell in swimming pool.
Susan Steel	6	Aug. 26	St. Louis, Mo.	In swimming pool.
Leighten Stevens	17	...do....	Lake Erie, N.Y.	At Camp Evans, N.Y. ACA accredited (p. 111).
Glenn Cunningham	24	June 30	Adirondacks, N.Y.	3 a.m. at YMCA Camp Adirondack (p. 165, ACA accredited).
John Higgins	16	June 29	Mount Baker National Park, Wash.	Was warned re dangerous swift river on private camping trip.
Peter Edwin McCarthy	13	June 25	Green River, Utah	24 Scouts on rafting trip in highly dangerous river, marooned 3 days and nights. 1 drowned, 24 rescued by helicopter.
Tommy Wallace	13	July 4	Camp Clark, Conn.	
Mike Ferguson	9	July 8	Camp Willoway, Winder, Ga.	Easter Seal handicapped camp.
Joanie Villard	10	...do....	Malverne, Ohio	Girl Scout group in YMCA Camp Tellpahak.
Lori Ann Roberts	9	July 20	Fenton, Mich.	Church of God Camp, 18-year-old lifeguard.

*The Statistical Division of the Metropolitan Life Insurance Co. defines a catastrophe as "an accident of any kind in which 5 or more people are killed". Incidentally, our summer children's camps have had *many* of them, and it is the rare summer that doesn't register at least one such.

Name	Age	Date	Where	Remarks
19 DROWNINGS—Con.				
Gail Jackson	17	July 24	Paterson, N.Y.	Couldn't swim. Educational Alliance Camp. Transferred from rowboat to kayak (p. 149, ACA accredited).
Jeff Mantz	13	July 25	Yoder, Kans.	Private Camp Haven. In a construction sand pit owned by camp director.
Patricia Ann Fleming	19	Aug. 16	Chatsworth, N.J.	Missing from camp since Sunday Aug. 11. Both could not swim.
Fordivard C. Barnett	22	do		
John Puccio	3	Aug. 11	Franklinville, N.Y.	Triple-R Campground. J.P. fell into pool.
Brian Keller	9			
Don Deverney	11	do	North Salem, Westchester County, N.Y.	Longboat tug of war. 3 hours to get a doctor. ACA accredited (p. 157).
Aleta Spencer	12		Vincentown, N.J.	Methodist Church camp.
8 TRANSPORTATION DEATHS				
Guy Bilby	18	Aug. 2	Tulsa, Okla., YMCA Camp Adventure.	Bus crash, 32 campers. Driver 18 years old. 2 killed, 12 seriously injured. Driver lost control.
Robert Bryant	20	July 5		12:15 a.m. Counselor and camp group hit by drunk driver. 1 counselor killed, 4 campers seriously injured.
Mark Sprung	15	Aug. 10	Colon, Mich.	Driver 19-year-old girl. C.C. Camp Yehudah, ACA accredited (p. 113), sponsored by Zionist organization. Driver, counselor very seriously hurt.
Sharon Woloshin	15			
Barbara Frankel	19			
Martin Herz	15			
Darrell Jones	11	Aug. 3	Bridgeport, Calif.	Camp sponsored by San Francisco Police Department. 21 on truck trip, overturned on mountain road in High Sierras (seriously hurt or killed, unclear.)
Garnett Williams	12			
Ed Stephanes	13			
Miracle		Aug. 18	Nickolas Beach, Calif.	Huge stake-bed truck with 17 YWCA campers (girls) and 2 counselors crashed headon with auto. Leaves highway, turns entirely over. No one hurt beyond few bruises.
FIRE DEATH				
Susan O'Connor	19	Aug. 15	Franconia, N.H.	Fire in old farmhouse converted to dormitory. 1 exit. 6 others injured.
GENERAL—2 DEATHS—ILLNESS				
Ronald Silpe	10	July 20	Mount Freedom, N.J.	At Crestwood Day Camp. Cerebral hemmorhage.
Scoutmaster (no name)	32	Aug. 9	Tupper Lake, N.Y.	Massapie Mountain Camp. Church camp. Heart attack.

NOTES

1. Some of these clippings are unclear as to exact date or camp name, etc. But in present correspondence we are trying to get more accurate information.
2. Since dictating this list newly received clips gave me a few corrections and additions—all pen written.
3. Follow-up investigation would reveal unbelievable laxity re safety of campers.
4. Many of these accidents are easily prevented, thus saving many lives and serious crippling, etc.
5. Many camp victims die at home [1] after camp is over and do not reach newspapers as camp accidents. Many other camp accidents are not reported as such—or at all. There is a major need for a mandatory (by law) system of camp accident reporting.
6. Many camps claim to have doctors and/or nurses in charge—and really have neither. They might have some highly unqualified individual who "acts" as nurse of doctor.
7. Note particularly that 5 of these fatal accidents that took 7 lives are in camps that are accredited as "absolutely safe for your child because they have been inspected and passed" by the American Camping Assn.[2]

More later, if and when you want it.

[1] Or in local hospitals.
[2] A.C.A. has no real standards and very faulty and inadequate inspection, accrediting or accident reporting systems.

THE SALVATION ARMY,
New York, N.Y., July 20, 1971.

Hon. DOMINICK V. DANIELS,
Chairman, Select Subcommittee on Labor,
Washington, D.C.

DEAR MR. DANIELS: The Salvation Army is concerned about the safety of children in America. The Salvation Army subscribes to the standards of the American Camping Association and nearly every one of our camps is an individual member of the American Camping Association and is fully accredited.

We support the intent of H.R. 1264; i.e., to provide for and to insure safety in youth camps. We do, however, have definite questions about the proposed bill:

1. What will be done if a camp is found to be "unsafe"? H.R. 1264 fails to indicate a penalty.

2. Would it not be more desirable to have state advisory councils, rather than a federal advisory council in Washington?

When and if camp standards are developed by the government, we trust that there will be a maximum of flexibility. State advisory councils would tend to promote this flexibility. If H.R. 1264 is passed, we urge that the American Camping Association be represented on the Council. Further, as a major national youth serving agency, we will be glad to offer our own assistance.

In conclusion, The Salvation Army supports the intent of H.R. 1264, and we will continue to support high standards for safety in youth camps.

Sincerely yours,

C. EMIL NELSON,
Colonel.

STATEMENT OF THE DIVISION OF YOUTH ACTIVITIES, UNITED STATES CATHOLIC CONFERENCE

The Division of Youth Activities, United States Catholic Conference, agrees with and enthusiastically supports the intent of this Bill. We suggest that the Bill can be improved by the following modifications:

1. State recreational camps should be included.

2. We strongly recommend the inclusion of a State Advisory Council in each of the fifty states.

3. We recommend that the Bill include some recognition of the right of a Camp Director to appeal against what he considers unjust treatment.

4. We recommend that this Bill cite the penalty for non-compliance or violation of the regulations.

5. We recommend that this Bill include a provision requiring mandatory reports on all injuries and illnesses requiring hospitalization.

6. Acknowledging the amount of work involved in the logistics of preparation for inspections, the legislation should attempt to reduce the number of inspections to a minimum. Thus, if a camp were subject to several Governmental jurisdictions requiring inspection and also private associations requiring inspections, perhaps inspection by the organization with the more stringent set of standards should be accepted by other agencies with jurisdiction.